DOCUMENT RESUME

ED 090 325 UD 014 115

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TITLE Evaluation of Model Cities Project to Increase Community Involvement of Two Inner City Schools in Kansas City, Missouri, July, 1973. Final Evaluation Report on EPPD (Educational Priorities and Program Development) Project.
INSTITUTION Missouri Univ., Kansas City. Center for the Study of Metropolitan Problems in Education.
PUB DATE Jul 73
NOTE 61p.

EDRS PRICE MF-$0.75 HC-$3.15 PLUS POSTAGE
DESCRIPTORS *Community Involvement; Compensatory Education Programs; Educational Needs; Educational Objectives; *Elementary Schools; *Inner City; Program Development; Program Evaluation; School Community Relationship; School Improvement; School Role; *Urban Schools; Urban Youth
IDENTIFIERS *Missouri; Model Cities

ABSTRACT

The Model Cities Educational Priorities and Program Development (EPPD) Project involved two elementary schools located within the Model Cities areas of Kansas City, Missouri, during the 1972-3 school year. The stated objectives of the program were as follows: (1) Identify the educational needs of inner city children in America in the 1970s, with particular attention given to the educational needs of students attending each EPPD Project school; and reach agreement as to which of these needs should be considered priority needs. (2) Explore the role of the school in a viable community and the role of the community in the education of its children for the purpose of recognizing new relationships which might be developed between project schools and the communities they serve. (3) Identify those areas or aspects of the total school situation, which need to be enhanced or changed in the case of each project school in order that the priority educational needs of students might be met more fully; and reach agreement as to which of these areas or aspects should be given priority status. (4) Identify and implement specific program improvements in each project school which both residents and school personnel believe to be desirable based on their understanding of the educational needs of students, the interdependence of school and community, and existing deficits or needs in project schools. At each school a Task Force comprised of interested school personnel and residents of the school attendance area met on a regular weekly basis to identify educational and program needs and then to attempt implementation of designated projects. (Author/JM)

ED 090325

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FINAL EVALUATION REPORT ON EPPD

EVALUATION OF MODEL CITIES PROJECT TO INCREASE COMMUNITY INVOLVEMENT AT TWO INNER CITY SCHOOLS IN KANSAS CITY, MISSOURI, JULY, 1973

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UD 014113

SUMMARY DESCRIPTION OF EPPD PROJECT

The Model Cities Educational Priorities and Program Development (EPPD) Project involved two elementary schools located within the Model Cities areas of Kansas City, Missouri during the 1972-3 school year. Booker T. Washington and Kathryn B. Richardson were the two participating schools.

The stated objectives of the program were as follows:

1. Identify the educational needs of inner city children in America in the 1970's, with particular attention given to the educational needs of students attending each EPPD Project school; and reach agreement as to which of these needs should be considered priority needs.

2. Explore the role of the school in a viable community and the role of the community in the education of its children for the purpose of recognizing new relationships which might be developed between project schools and the communities they serve.

3. Identify those areas or aspects of the total school situation, including the relationship of school with community, which need to be enhanced or changed in the case of each project school in order that the priority educational needs of students might be met more fully; and reach agreement as to which of these areas or aspects should be given priority status.

4. Identify and implement specific program improvements in each project school which both residents and school personnel believe to be desirable based on their understanding of the educational needs of students, the interdependence of school and community, and existing deficits or needs in project schools.

At each school a Task Force comprised of interested school personnel and residents of the school attendance area met on a regular weekly basis to identify educational and program needs and then to attempt implementation of designated projects. Task Force members spent an average of about one and one-half hours per week in meetings; they were compensated at the rate of $5 per hour. In addition, each Task Force received a planning and program budget allocation of approximately $15,000 which it could use in planning and program improvement activities. Including costs of administration and stipends for participants, the total cost of the project was approximately $132,000.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

1. Attendance

The mean attendance for each school's task force is shown below:

Mean Attendance

	Richardson	Washington
With stipend	59	49
Without stipend	36	29

Task Force membership during the year varied between 60 and 70 at each school. While the stipend was being paid, attendance was consistently high. After the discontinuation of stipends in March, 1973 attendance dropped appreciably, but end-of-the-year business may have contributed to this decline. There is insufficient evidence to indicate precisely the effect of the stipend on attendance.

2. Perception of Priority Needs

In line with the project's goal to "identify" and "prioritize" the "educational needs of children in project schools," there was evidence that the project may have resulted in increasing the amount of agreement in perceptions of priorities between participating residents and staff, respectively.

On the following possible educational "needs" in the participating schools, resident and staff priority ratings appear to have shifted closer together between October 1972 and April 1973:

Greater awareness of one's heritage
Training in area of personal hygiene
Recreational needs
Learn how to handle embarrassing problems
Sex education
Pride in achievements
Reading improvement
Student's self image and self-confidence need improvement
Knowledge of helping services and agencies in community
Care of personal belongings and self-control
Resource Center
A fan in every room
Block club
Emergency lunch fund
Pre-schools, nursery service and park-a-tot
Better communications between teachers and parents regarding reading
Books and worksheets sent home with students
A program such as the Issues Program
Teacher observation of special classes to get ideas on how to teach slow children
After school library hours
Recognition for reading improvement
Cold water fountains for up and downstairs.

However, this finding of a trend toward growing agreement between residents and staff is not firmly established and must be viewed as tentative because of the high percentage of participants who did not respond to the questionnaire.

3. Throughout the project, participants explored various possibilities for building new or stronger school-community relations and frequently expended funds on activities which might strengthen these relationships. They purchased materials and services which may have resulted or may in the future result in program improvement in the participating schools. In this sense the EPPD project clearly made discernible progress in moving to accomplish the goals originally set forth for it.

4. In another sense, however, it is impossible to determine whether the project was successful, mainly because goals such as "to explore the role of the school in a viable community" are not susceptible to precise measurement. In addition, it should be noted that one academic year did not seem sufficient time to make clearly-discernible progress toward the goal of implementing specific program improvements and innovations in the participating schools.

5. In future EPPD-type projects, more training in areas such as group process, planning and organizing, and child development should be provided on a required basis for participants (i.e. residents and staff) during the early stages. "Training" should be defined broadly to include conferences, hiring of consultants, visits to other projects, and related activities.

6. It is not possible to predict at this time whether the project will result in a substantial increase in the number of residents regularly involved in school-community affairs at the participating schools.

7. A tendency was apparent for resident members of the Task Forces to be drawn from groups of friends and relatives in the participating schools.

8. Only one of the resident participants was a male. In view of the importance of increasing male participation in inner city community organizations, it is hoped that more time for recruitment may result in a higher proportion of male participants in future projects.

9. It is recommended that alternatives to the payment of stipends for attendance at regular meetings be explored in planning future follow-up projects to the EPPD, unless the single overriding goal is to ensure participation of a large number of inner city residents for a limited period of time. (Prospective changes in Missouri law may make alternative possibilities more feasible than heretofore has been the case.) At the same time, however, funds should be made available to pay residents for expenses such as baby-sitting and reimbursement for time away from a job, and stipends should be paid for special activities such as a weekend planning retreat.

10. The level of monetary and staff resources assigned to the project were sufficient to make it work. That is, the Director and the Assistant Director did an excellent job and were able to work effectively with two schools at once in this innovative project.

11. It is recommended that projects similar in several basic concepts to EPPD be tried in other elementary schools in the Kansas City, Missouri School District, in the following manner:

a) Funds should be sought, if necessary, from appropriate sources such as General Revenue Sharing.

b) Schools in which principals are enthusiastic about participating and volunteer to participate should receive discretionary funds of about $7500 annually to be spent according to the decisions made by four or five residents and a similar number of elected teacher representatives who constitute an Advisory Cabinet and help the principal make decisions about all aspects of education in each participating school.

c. Schools which prepare plans for systematic improvement of educational opportunities as a result of this type of parent involvement should submit these plans for possible approval and funding through an impartial committee of persons knowledgeable about problems and conditions in big city schools.

12. Three possible models for resident involvement in school-level decision-making (as above) are described (Chapter IV) in order to illustrate how this proposed approach for improving big city schools might be implemented in a single school or a group of four-to-six neighboring schools.

I. DOCUMENTATION AND EVALUATION OF PERFORMANCE IN TERMS OF STATED OBJECTIVES

A. Historical Data: Key Developmental Phases

1. Original Proposal for Model Cities EPCR Project

The original proposal for the Model Cities EPCR Project was written in the winter of 1971. A precursor of the present EPPD project, this proposal stated its objectives in quite explicit language: "The purposes of the program are . . . to make those changes in the curriculum, as well as in the social organization of the learning community, which are needed in order to achieve the new priorities which the parents and teachers will have set for their children." This program called for an initial two-year timetable in which the first year and a half were concentrated on joint parent and teacher training sessions in educational reform, specifically, curriculum revision, methods of instruction and school organization.

This proposal was not accepted by the administration of the Kansas City School District.

2. EPPD Proposal Accepted by School Board

In the early spring of 1972 Paul Holmes was approached by Model Cities to rewrite the former EPCR proposal for reconsideration by the Kansas City School District. The stated purpose of the revised proposal known as the Educational Priorities and Program Development Project (EPPD) not only has a more moderate tone in comparison to the earlier EPCR proposal, but also proposed operation on different assumptions and strategies:

> There should be an interest in strengthening commitment to sound educational concepts which presently exist in those schools participating in the project. There would also be an interest in establishing new priorities and/or introducing new educational concepts as this would seem appropriate in terms of the needs of the students and communities being served.

B. Description of Program Structure

1. Selection of Project Schools

The selection of project schools generally followed the procedure specified by the EPPD project proposal. In early spring the principals and staff of Garrison and B. T. Washington expressed an interest in participating. In late May when the principal of Garrison was reassigned to another school, Richardson was glad to be chosen as an alternate.

While both Richardson and Washington were eager to be chosen as project schools, it is known that at least some elementary school principals were reluctant to participate in a program which had once been rejected by the former Assistant Superintendent in charge of Urban Education.

2. Selection of School-Community Task Force Members

The identification of school personnel who would become members of each school's Task Force was completed after an informational meeting with the project director. This process and that for the selection of resident members generally developed along the form outlined by the original proposal. The selection of resident Task Force members was accomplished in cooperation with the Model Cities Resident Educational Advisory Board (REAB) and the REAB Neighborhood Teams of those areas corresponding in some part to the school attendance areas of the project schools. The CPO's of the areas involved also collaborated in the selection process.

Concern was expressed by Task Force members that an effort be made to involve some men; however, neither Washington nor Richardson was very successful in this aspect of the recruiting effort. Washington had one male staff member and no male resident members; Richardson had one male staff member and one male resident member.

Although the proposal states that membership preference would be given to parents having children who attend the project school, there was a substantial number of resident members who did not fall within this guideline. School staff at both schools have expressed the feeling that the attendance of parents with school children would benefit the child by increasing communication between parent and teacher and also would benefit the group by including residents who already have a vested, continuing interest and at least some information about school affairs.

3. Selection of Task Force Co-Chairwomen and Compensation

As specified by the proposal, leadership was provided by co-chairwomen chosen from among the membership of each Task Force. One co-chairwoman was selected from among school personnel and the other from among residents. While it is impossible to predict what would have been the effect of a different choice of chairwomen, no sentiments of opposition to the elected co-chairwomen were expressed or observed by us. (At Washington both resident and staff co-chairwomen were chosen by acclamation.) This would seem to lend at least some support to the proposal's suggestion that the use of rank order preference voting avoids the selection of a chairwoman likely to provoke divisiveness within the Task Force.

The proposal clearly specifies that each Task Force member was expected to attend an average of one and one-half hours per week of project meetings at the rate of five dollars per hour. However, at Washington regular Task Force meetings began in late July, 1972 and each weekly meeting had a duration of three hours up until November 14, 1972. On that date and until the final meeting of the Task Force on May 15, 1973 the meetings lasted approximately two hours. On the other hand, due to late selection of Richardson as a project school, the first Task Force meeting there was not held until after the opening of school. Meetings there had an approximate duration of two hours each.

TABLE 1a- RICHARDSON TASK FORCE ATTENDANCE

Date	Staff	Resident	Total	Date	Staff	Resident	Total
9-6-72	34	11	45	3-14	33	32	65
9-13	35	17	52	3-21	32	28	60
9-20	35	29	64	3-28	30	28	58
9-27	32	27	59	(Discontinuation of Stipends)			
10-4	30	27	57	4-4	32	26	58
10-11	32	28	60	4-11	25	12	37
10-18	32	26	58	4-18	22	15	37
10-25	28	26	54	4-24	16	15	31
11-1	33	26	59	5-2	13	11	24
11-8	33	31	64	5-16	17	11	28
11-15	34	27	61				
11-22	34	27	61				
11-29	34	26	60				
12-6	32	26	58				
12-13	35	28	63				
12-20	34	29	63				
1-10	30	26	56				
1-17	34	32	66				
1-24	24	30	54				
1-31	32	31	63				
2-7	30	33	63				
2-14	32	26	58				
2-21	34	27	61				
2-28	32	27	59				
3-7	31	33	64				

TABLE 1b- WASHINGTON TASK FORCE ATTENDANCE

Date	Staff	Resident	Total	Date	Staff	Resident	Total
7-25	14	27	41	1-2	22	29	51
8-2	16	35	51	1-9	22	25	47
8-8	16	36	52	1-16	21	19	40
8-22	17	32	49	1-23	21	26	47
8-29	25	31	56	1-30	22	25	47
9-12	26	30	56	2-6	21	30	51
9-19	24	26	50	2-13	20	25	45
9-26	27	27	54	2-20	24	26	50
10-3	26	27	53	2-27	21	27	48
10-10	26	27	53	3-6	21	25	46
10-17	27	31	58	3-13	22	24	46
10-24	28	25	53	3-20	21	24	45
11-7	27	31	58	3-27	18	17	35
11-14	24	28	52	(Discontinuation of Stipends)			
11-21	23	23	46	4-3	20	21	41
11-28	27	30	57	4-10	15	18	33
12-5	25	28	53	4-17	13	14	27
12-15	16	21	37	4-24	10	16	26
12-19	27	26	53	5-1	16	10	26
	(Dinner)			5-8	11	10	21
				5-15	10	17	27

At each school attending Task Force members were compensated at the rate of five dollars per hour of attendance, however, due to depletion of budget funds by March 28th, the stipends were discontinued at both schools. Since Washington Task Force members had been paid for three and two hours each week, both groups had already received at least the amount authorized by the contract. Though the explanation for this was presented to both Task Forces, there was at least some expression of discontent at each school. This discontent or desire for continued compensation was expressed by a minority for no longer than a week or two at the most. (See Table 1 for a listing of the number of residents and staff in attendance at Washington and Richardson each week both during and after the period of compensation.)

4. Task Force Models and Committee Structure Emanating from the Needs Assessment

The EPPD proposal had sketched out a number of alternative models of Task Force organization (such as separate meetings by staff and resident). These possibilities were presented to both task forces by the project director and were given consideration by participants. However, a sizeable majority of both task forces voted to meet in joint meetings of staff and residents. There were only a couple of instances when staff and residents worked separately on a task; one example of this occurred at Washington when staff and residents met separately to elect representatives to go on the Glasser trip.

In general, the Task Forces at both schools chose to function as a combined group of collaborating parents and residents. One of the first tasks for both Task Forces was the identification of educational needs and school improvements. This was done on the basis of subgroups randomly composed of equal numbers of residents and staff. Once the identification of needs was completed, equal numbers of residents and staff worked on a committee related to the need area of their choice.

This procedure took place over a four-week period: the Task Force broke down into the subgroups which brainstormed for the production of a list of educational and school improvement needs as perceived by parent and staff alike. The several lists produced by the subgroups at each school were then organized and compiled into one list by the project director. This list was then presented to the group and votes were taken on each item in order to rank them as high priority, middle priority, and low priority. (A separate tally of staff and resident preferences was made at Richardson.) A frequency list of high, middle and low priority ratings as assigned by each task force to their identified needs is contained in the appendix.

TABLE 2a- RICHARDSON TASK FORCE COMMITTEES

Academic Development/Curriculum/Instruction	
Chairman:	- Staff
Recorder:	- Staff
Social/Emotional Development	
Chairman:	- Staff
Recorder:	- Resident
Parent & Community Involvement	
Chairman:	- Resident
Recorder:	- Staff
Facility Improvement	
Chairman:	- Resident
Recorder:	
Social Services & Attendance	
Chairman:	- Resident
Recorder:	- Staff
Recreation, Extra-Curricular Activity, and Student Involvement	
Chairman	- Resident
Recorders:	(- Resident
	(- Staff

TABLE 2b - WASHINGTON TASK FORCE COMMITTEES

Academic Development/Instruction/Curriculum	
Chairman:	- Staff
Student Activities	
Chairman:	- Resident
Facilities	
Chairman:	- Staff
Parent & Community Involvement	
Chairman:	- Resident

It can be seen by a comparison of the priority assessments produced by each Task Force: that certain needs are identified as high priority at both schools. Once high priority needs were identified, they were then clustered into similar functional areas and became sources for the identification of committee task foci. The committee areas of each Task Force are noted in Table 2.

The stimulus for the establishment of a budgeting committee came first from a staff member at Booker T. Washington. This committee elected from the Task Force was responsible for suggesting the amount of committee allocations from the total discretionary fund. The final budget decisions were made by the total membership in a compromise and exchange process.

C. Organizational Functioning

The nature and level of organizational functioning of the Task Forces will be described as they relate to the stated objectives of the April 7, 1972 proposal (as they are spelled out on p. 2). Discussions of what happened in the EPPD project will be organized with reference to categories of stated objectives of the proposal. Some observations may very well be pertinent to the documentation of more than one objective.

1. Objective 1: Identification of Educational Needs of Children in Project Schools and Prioritizing of Those Needs.

   Objective 3: Identification of Aspects of the School Situation Which Need to be Changed in Order to Meet Priority Educational Needs of Students More Fully.

The structural procedure followed in the pursuit of objectives 1 and 3 is recounted in Section A-4 (Task Force Models and Committee Structure) above. Process elements pertinent to the level and mode of achieving these goals will be related here.

In accordance with project design the Task Forces partially accomplished objectives 1 and 3 very early in the school year; this was accomplished in general terms by the brainstorming sessions of Task Force subgroups. Simultaneous to the pursuit of objectives 1 and 3, Task Force members also identified school programs which they perceived as needed. Both of these tasks were completed primarily on the basis of members' own information and perceptions; no additional knowledge was sought from outside the group, but there were informal exchanges of information and opinion outside the regular meetings.

Although we do not have a record of the priority ratings of student educational needs and program improvement needs broken down into resident and staff segments at Washington, we do have this for Richardson. Examination of this material reveals some areas where resident and staff opinions are at odds. For example, a far greater number of staff than residents saw the following as high priority areas in October; by April the results of the

31 questionnaires returned may indicate that the disparity of opinion on these three issues is lessened.

	Percent High Priority			
	October '72		April '73	
	Residents[1]	Staff[2]	Residents[3]	Staff[4]
1. Greater awareness of one's heritage	37.0	70.9	56.2	66.6
2. Training in area of personal hygiene	37.0	93.5	56.2	60.0
3. Student motivation	44.4	83.9	93.7	53.3

There were also seven issues which a greater number of residents than staff saw as high priority areas in October. An examination of the data below shows a smaller gap between the percentage of staff and residents who rated these seven areas as first in importance in April.

	Percent High Priority			
	October '72		April '73	
	Residents[1]	Staff[2]	Residents[3]	Staff[4]
1. Recreational needs	70.3	29.0	37.5	46.6
2. Learn how to handle embarrassing problems	70.3	6.4	56.2	20.0
3. Sex education	51.8	12.9	26.6	25.0
4. Knowledge of helping services and agencies in community	77.7	38.7	80.0	62.5
5. Pride in achievements	74.0	35.4	80.0	56.2
6. Reading improvement	96.2	77.4	87.5	86.6
7. Students self image and self-confidence need improvement	74.0	70.9	50.0	53.3

In addition there was an overall increase from October to April in the number of needs which a majority of both residents and staff saw as high priority.

	Percent High Priority			
	October '72		April '73	
	Residents[1]	Staff[2]	Residents[3]	Staff[4]
1. Greater awareness of one's heritage	37.0	70.9	56.2	66.6
2. Training in area of personal hygiene	37.0	93.5	56.2	60.0
3. Knowledge of helping services and agencies in community	77.7	38.7	62.5	80.0
4. Care of personal belongings and self-control	94.4	61.2	62.5	66.6
5. Pride in achievements	74.0	35.4	56.2	80.0

[1] - N = 27
[2] - N = 31
[3] - N = 15
[4] - N = 16

It should be noted that these results should be interpreted only with the greatest caution. Because of the limited number and non-random return of questionnaires, there can be no firm conclusions drawn from this material. However, it is possible to say that there appears to be slight trend toward a rapprochement of residents and staff in their assessments of high priority needs.

Like the shift in priority of needs, there was also at least some shift in residents' and staff's view of program improvement needs. In October the staff saw a number of program needs as high priority, while residents rated the same needs lower. By April some of this disparity had dissipated.

	Percent High Priority			
	October '72		April '73	
	Residents[1]	Staff[2]	Residents[3]	Staff[4]
1. Resource Center	40.7	61.2	81.2	86.6
2. A fan in every room	29.6	54.8	12.5	26.6
3. Block club	37.0	74.1	18.7	6.6

Similarly, there were some program needs rated as first priority by many more residents in October than by staff. By April some of these differences too had blended.

	Percent High Priority			
	October '72		April '73	
	Residents[1]	Staff[2]	Residents[3]	Staff[4]
1. Emergency lunch fund	70.3	11.3	50.0	40.0
2. Pre-schools, nursery service and park-a-tot	37.0	6.4	50.0	26.6
3. Better communications between teachers and parents regarding reading	70.3	12.9	62.5	66.6
4. Books and worksheets sent home with students	62.9	0	25.0	26.6
5. A program such as the Issues Program	48.1	3.2	12.5	0
6. Teacher observation of special classes to get ideas on how to teach slow children	96.2	9.6	62.5	66.6
7. After school library hours	59.2	22.5	25.0	26.6
8. Recognition for reading improvement	51.8	22.5	50.0	73.3
9. Cold water fountains for up and downstairs	55.5	25.8	25.0	20.0

There is also an increase in the number of program needs which both residents and staff agree are of high priority. In October staff and residents agreed on the prioritizing of these:

	Percent High Priority			
	October '72		April '73	
	Residents[1]	Staff[2]	Residents[3]	Staff[4]
1. Tutoring program	92.5	54.8	75.0	80.0
2. Train teacher aides comparable to Title I aides	62.9	70.9	o2.5	66.6

While the data recorded on the variation in assessments of educational and program needs does not permit interpretation as to the causes which seem to have a leavening effect on resident/staff assessments, they do facilitate speculation. The comparison of pre and post assessments in combination with cognizance of program activities sometimes suggests that project-related knowledge may have had an impact on participants' judgments. For example, in October the staff, in particular, perceived the presence of a fan in every room as a need. This option was discussed by the Richardson Task Force as a whole and discarded in common agreement on the grounds that there were probably other items more needed. The April tally may reflect this discussion.

The examination of a second set of pre and post program needs indicates another area where the known acquisition of knowledge during the project may have altered assessments. In October a majority of both residents and staff saw <u>one</u> reading program for grades 1-6 as high priority. In April this had changed; neither staff nor residents were agreed on the unqualified importance of <u>one</u> reading program. Considering the considerable input of information and explication of the various types of reading programs, it is understandable that the use of a single program is not seen as appropriate to all reading levels.

2. Objective 2: Exploration of the Role of School and Community for the Purpose of Recognizing Future Relationships to be Developed between the Two

Throughout the term of the project the collaborative <u>relationship</u> of staff and residents loomed as a more salient feature than any actual <u>outcome</u> goals. To illustrate, fifteen of the thirty-one respondents who returned questionnaires stated that they felt that the Task Force's greatest accomplishments were in the area of improved school-community relations. When interviewed, staff and residents alike remarked on the improved communications between the two groups.

Considering the fact that the greatest proportion of the proposal, as well as the organizational structure given by the director, relates to the formation of the joint Task Forces, it is not surprising that participants see this aspect as very prominent. This perceived emphasis on the vehicle or process of goal achievement over and above the content of goals is predictable given the fact that content-focused proposals for school improvement were seen as output to be achieved in a later stage of the program, after development of a viable organizational mechanism.

TABLE 3a

FINAL DISCRETIONARY FUND EXPENDITURE REPORT

Booker T. Washington School-Community Task Force
Educational Priorities and Program Development Project

May 25, 1973

Academic Development/Curriculum/Instruction Committee

Kindergarten train trip to Sedalia	$ 242.71
Carpet for resource center	785.31
Heavy duty vacuum sweeper	125.00
Draperies for resource center	312.18
Dictionary stand and dictionary	107.27
Educational games for classroom use	443.54
Math modules (kits) (4 kits @ $59.95/kit)	250.44
Scholastic magazine (1972-73 school year)	255.10
1/2 cost of California (Glasser) trip by head teacher	202.50
Trip to zoo for kindergarten and first grade classes	180.00
Educational materials for resource center and classroom	1,770.04
Educational materials for fourth grades	267.73
Scholastic magazine (summer) for special, 1st, 3rd and 4th grades	107.25
Weekly readers (summer) for second grades	39.00
Two micro-fiche viewers and a micro-media classroom library (200 books)	503.00
Kindergarten and first grade boat trip	140.00
Total spent	$ 5,731.07
Budgeted ($5,000.00) and reallocated	5,731.07
Balance	-0-

Social-Emotional Development and Student Activities Committee

Trip to Silver Dollar City for third grade classes	$ 769.30
Bus transportation for local educational trips	767.50
Science Department field trips	73.00
Lollipop concert for K-3rd grades	236.00
Charm class for fifth and sixth grade girls	313.50
1/2 cost of California (Glasser) trip by head teacher	202.50
Ward Parkway shopping trip for first grade classes	100.00
Worlds of Fun trip for all 4th, 5th and 6th grade classes and special class	2,178.60
Colorado summer camp for 16 students	560.00
Charm class trophies and certificates	304.10
Merit and attendance certificates	46.00
Middle primary trip to Old Washington Street Station	234.00
Photographic suppliesoand film developint	101.05
Total spent	$ 5,885.55
Budgeted ($4,000.00) and reallocated	5,951.58
Balance	$ -0-

Final Discretionary Fund Expenditure Report (Booker T. Washington)
May 25, 1973
Page 2

Facility Improvement Committee

Cafeteria tables and stools	$ 1,883.50
Assembly of cafeteria stools	18.08
Mimeograph machine	590.00
40 cots for kindergarten	310.00
Reallocated to academic development committee	731.07
Reallocated to social-emotional development committee	1,467.35
Total spent	$ 5,000.00
Budgeted	5,000.00
Balance	$ -0-

Parent and Community Involvement Committee

Christmas buffet and parent information meeting	$ 206.25
Christmas stockings for B.T.W. students	95.13
Reallocated to social-emotional development committee	418.20
Total spent	$ 719.58
Budgeted	1,000.00
Balance	280.42

Grand Total expended by all task force committees	$14,719.60
Total task force budget	15,000.00
Balance	$ 280.42

TABLE 3b

FINAL DISCRETIONARY FUND EXPENDITURE REPORT

K. B. Richardson School-Community Task Force
Educational Priorities and Program Development Project

May 25, 1973

Facility Improvement Committee

Carpet outside aisles of auditorium (total cost $308.20)	$ 36.35
Model earth system (planetarium)	145.00
Kiln installation and warning light	42.44
Stainless steel forks and spoons; cast iron skillet - Rose Restaurant Supply	60.00

Library supplies	32.75
Book shelves; book truck; magazine stand and shelves; mobile A-V stand; book ends - Hicks-Ashby Company	687.95
Ditto machine/stencil-cutter (total cost $695) - Bell & Howell	300.00
Systems 80 stand for kindergarten - K. C. Audio Visual Company	47.78
Card catalogue and bookends - Hicks-Ashby Company	313.20
Amaco kiln and kiln sitter - Hoover Brothers Company	400.00
Three fans for library and reading laboratory	186.90
Three water fountains ($966.90) with installation ($280.23)	1,247.13
Total spent	$ 3,500.00
Budgeted	3,500.00
Balance	-0-

Social-Emotional Development Committee

Twenty-six cameras - Kansas City Carnival Supply Company	$ 201.15
Film, flashcubes, prepaid processing - Sears	97.57
Two library carts - Hicks-Ashby Company	164.00
Central Jr. High band concert (transportation of band)	30.00
Adventures in Negro History (record and film strips) - Pepsi Cola Company	11.50
Color transparencies for instructional use	71.35
Black Treasures and Black Guardians of Freedom (records and film strips) - Coca Cola Company ($19.90)	No charge
Instamatic movie camera and projector	305.98
Black America, volumes I, II, III - Johnson Publishing Company	46.26
Black History, (10 sets) Xerox	40.00
Development of film (Pictures from field trips)	13.50
Total spent	$ 981.31
Budgeted	1,000.00
Balance	18.69

Academic Development/Curriculum/Instruction Committee

Hoover Commercial vacuum sweeper - Industrial Chemical Laboratories, Inc.	$ 122.95
Carpet, pad, and installation (rooms 2108 and 2109) - Taff and Upp Rug Cleaners	1,633.00
Extension cords and plugs	47.40
Compton's Encyclopedia (1 set) and Compton's Pre-Encyclopedia (1 set) - F. E. Compton and Co.	201.45
Three sets World Book Encyclopedia and bookmobile - Field Enterprises Ed. Corporation	434.04
Fifty Lippincott reading kits and related teachers kit - Lippincott Co.	339.45

Final Discretionary Fund Expenditure Report (K. B. Richardson)
May 25, 1973
Page 3

Travel and per diem (3 days) for two parents and two teachers to attend National Reading Council Workshop in Grand Island, Nebraska, for training of reading tutors	$ 596.50
Tuition for six hours of remedial reading study at UMKC for each of two K.B.R. Teachers	280.00
Political map globe	31.50
Cart for Compton encyclopedias	27.50
Black Voices - Black history film strip from SRA	25.00
Two year subscription to Ebony Jr.	14.60
Weekly Reader subscriptions for K-6 grades	458.90
Scholastic Magazine subscriptions for 506 grades	87.90
Thermofax Transparencies and laminate sets	64.90
Carpet outside aisles of auditorium (total cost $308.20)	271.85
Two giant magnifying glasses	15.00
Total spent	$ 4,651.94
Budgeted	5,000.00
Balance	348.06

Social Services

Wardrobe and matching shelf cabinet - Montgomery Ward	$ 117.96
Emergency clothing fund	793.90
Emergency free lunch	22.65
Total spent	$ 934.51
Budgeted	1,000.00
Balance	65.49

Recreation and Student Activities

Equipment for basketball program - Gateway Sporting Goods	$ 80.15
High school student coaches	100.00
Pom Poms (basketball program)	6.00
Bus for basketball team to Blenheim school tournament	20.00
Insurance for participation in basketball program (Hartford Insurance)	115.20
Five sewing machines, yard goods and related equipment - Sears Roebuck and Company	750.60
Materials for after school sewing and crafts program	101.90
Total spent	$ 1,173.85
Budgeted ($1,000.00) and reallocated	1,250.00
Balance	$ 76.15

Parent and Community Involvement

Catering January 24 buffet - El Nan Catering	$ 420.00
Ditto machine/stencil cutter (total cost $695) - Bell and Howell	395.00

Final Discretionary Fund Expenditure Report (K. B. Richardson)
May 25, 1973
Page 4

Two large upright fans for kitchen	$ 124.60
Carpet for aisles in auditorium	675.25
Trip to Plaza library - early primary	30.00
Kindergarten trip to circus	81.00
Planetarium field trip	36.00
Fourth grade trip to KCI and Union Station	112.00
Second grade trip to Swope Park and boat excursion	49.00
First grade trip to Swope Park	39.00
Third grade zoo trip	43.25
Early primary trip to dairy and bakery	30.00
Lollipop concert for Kdg., 1st, and 2nd grades (Including transportation)	386.00
Security guards at Jaunary 24 buffet - Checkmate Security, Inc.	36.00
Cafeteria director for services - January 24 buffet	13.50
Total spent	$ 2,470.60
Budgeted	2,500.00
Balance	29.40

Miscellaneous Fund

$250 transferred to recreation and student activities committee	$ 250.00
Six rooms to attend Gold Buffet plus transportation	791.56
Total spent	$ 1,041.50
Budgeted	1,000.00
Balance	(41.50)

Grand Total expended by all Task Force Committees	$14,503.71
Total Task Force Budget	15,000.00
Balance	496.29

TABLE 4a

HIGHLIGHTS OF WASHINGTON TASK FORCE MEETINGS

1. 7/25/72 - group discussions on ways to improve BTW
2. 8/2/72 - group discussions on educational needs of BTW children
3. 8/8/72 - presentation by principal of school district's "Success School" program and movie, "Glasser on Schools"; group discussion of reactions and/or questions related to Glasser concepts.
4. 8/22/72 - presentation of movie, "School Without Failure," and group discussions of the movie.

5. 8/29/72 - discussion of Success School program in the school district by Edythe Darton with question and answer period following
6. 9/19/72 - Paul Holmes discussed self assessment as a means of improvement for the task force as a group; he suggested that it might be useful for the task force to consciously work for self improvement by mastering four skills for constructive openness: 1) Paraphrase what the other person has said; 2) Communicate your feelings to the other person; 3) Check out your perception of the other person's feelings; 4) Provide non-evaluative feedback.
7. 10/10/72 - Selection of four participants from task force to take part in Model Cities Area 2B workshop. Progress report on process of reporting dangerous and vacant houses to municipal authorities.
8. Mrs. Ford reported information forwarded by Public Information Office of the Board of Education that BTW would receive approximately $2,500 for supplies if the library levy passed.
9. 11/14/72 - Georgia Johnson and Mary Thompson gave an oral and pictorial report of their observations of Glasser schools in California.
10. Mr. Bullard discussed the "Community Use of Schools Programs," directed by the City Recreation Department
11. 1/9/73 - Community Involvement Committee planned questionnaire they plan to send to parents to try to get more parent involvement.
12. The school nurse explained an immunization program sponsored by the Health Department and available through Wayne Minor and the Boys Club.
13. 2/6/73 - A representative of the Park and Recreation Department of the City gave an informative presentation about the Open Door Program (after school recreation program); a question and answer period followed.
14. 2/13/73 - Mrs. Marnie Neal, from the Department of Instructional Support and Development, Kansas City School District gave a presentagion on instructional resource centers and suggested improvements for the BTW center.
15. 2/20/73 - Mr. Copeland, supervisor of School District Security gave a presentation on the school district's school security program.
16. 2/27/73 - Discussion of activities to be held during Negro History week
17. 3/26/73 - Task force volunteers organized and recruited neighborhood residents to attend open meeting of the integration planning group and protest proposed closing of BTW.
18. Carrie Mahogany, School District #4 representative on the School Integration Citizen's Advisory Committee presented report on the committ'e activities.
19. Edythe Darton, Director of Elementary Education, discussed integration proposals and answered questions from the task force.
20. 4/10/73 - Task Force planned and held a community meeting with representatives of the Board of Education to be in attendance; Due to absence of anyone from the school board, the group planned alternative proposals to be presented to school

board and selected neighborhood representatives to present these.

21. 4/17/73 - Mrs. Helen Ford, task force chairman and Mr. Kenneth Wallace, a representative of the BTW community met with Dr. Edward Fields and Edythe Darton regarding the future of BTW. Wallace and Ford conveyed the concerns of the neighborhood. No decisions were made.

TABLE 4b

HIGHLIGHTS OF RICHARDSON TASK FORCE MEETINGS

1. 9/20/72 - Group discussions on identification of educational needs of Richardson students.
2. 9/27/72 - Discussion of problem of students wearing zodiac sex symbol medallions. Committee appointed to deal with the problem.
3. 10/25/72- Committee discussion of school needs
4. 11/1/72 - Distribution of booklet, "Your Kansas City 'Where to Call' Guide" which consists of agencies to call to help solve all problems.
5. 11/8/72 - Discussion of available resources: Reverend Briscoe's Operation Now, emergency assistance program.
6. 11/15/72- Boys Club representatives explained their tutoring program for boys in the 39th and Woodland neighborhood. Discussion of a series of books on human values relevant to committee topic, social and emotional development.
7. 11/22/72- Mr. Miner presented an overview of the reading programs at Richardson School. He discussed readiness, word recognition and comprehension as important factors in reading. A question and answer period followed.
8. Report by two task force members on their visit to Shawnee Mission School to observe their reading program.
9. 12/20/72- Representative of Hartford Insurance Company discussed insurance coverage for the school basketball team. Representatives of the Lippincott reading program discussed and demonstrated Lippincott reading materials.
10. 1/17/73 - Socio/Emotional Development Committee presented written report to task force which recommended code to be followed in working with children. This code emphasized: Praise, interest, exchange of ideas, love and listening.
11. 1/24/73 - Finger buffet with KBR parents as special guests of task force; thirty-five people volunteered to offer services to school.
12. 1/31/73 - Project Total director gave presentation of their programs in the school; 7 volunteers from task force offered to work in breakfast program for $1.65 per hour.
13. 2/14/73 - Presentation of a film strip on the World Book Encyclopedia and its use in the schools. Also, comprehensive explanation of the Richardson School reading program with demonstrations and displays of reading materials and instructional aids used at various grade levels.

14. 3/7/73 - A task force member distributed fact sheets concerning cuts in federal funding and also letters to be sent to congressmen protesting these cuts.
15. 3/28/73 -Joe Mabin of the Model Cities Consortium discussed the purpose and programs of the Consortium and expressed an interest in cooperating with the Richardson task force in developing a Consortium supported extension course in teaching reading.
16. 4/18/73 -Task force members who attended a reading workshop gave out handouts and discussed the topics, how parents can help students, creative activities, grouping practices, methods and material of reading, and early childhood.

Perusal of the final reports on discretionary fund expenditure (see Table 3) testifies that the Task Forces, using the vehicle of collaborative interaction, were able to identify needs and then select, investigate and agree on the purchase of items related to needs. However, there are a number of factors which bear on the estimation of the level at which this objective was attained.

In order to thoroughly evaluate the attainment of this objective, it would be necessary to somehow assess the contextual value as well as the actual use of each purchase. Fragmentary evidence does imply beneficial usage in many cases. For example, the refurbishing of the resource center at Washington spurred the scheduling of each class into the center for a half hour each week. Whereas initially students were chagrined at the carpet installation because it ruined their dancing space, by year's end they were expressing disappointment when the librarian's absence prevented them from checking out books.

At Richardson a pottery kiln was not installed until the final month of school; there is no way of saying at this point whether it will be used or not. Likewise, the purchase of sewing machines at Richardson was to be coordinated with the inauguration of a sewing program. Until this program is implemented, there is no way of predicting the prospects for effective usage of the machinery in future years.

In addition to the expenditures, there were exchanges of communication, knowledge inputs and some problem-solving behavior on the part of both Task Forces which did not entail spending money. A summary list of the more significant of these activities is presented in Table 4. In some cases, however, topics and projects were discussed and planned and then not followed up on. For example, at Richardson a list of possible neighborhood volunteers was developed; no use was made of it. At Washington the community relations committee developed a questionnaire to be circulated to neighborhood parents; it was never used. However, it should be noted in this connection that the threat of Washington School's closing and the resulting neighborhood protest became preoccupying concerns of the task force in late April. In fact, the operating structure of the task force was a dominant force in the organization of the protest move.

In examining the attainment of this objective, it is also interesting to look at the admittedly incomplete number of respondents who answered the question, "Do you feel that the EPPD task force has had an impact on what happens at your school?" Of a total of 30 respondents from both schools, 17 answered, "great impact" and 13 answered "some impact."

In terms of developing communication between residents and teachers, residents' response to the question, "Have you personally had a chance to get a teacher to understand your point of view?" participants perceive achievement of improved relationships. Eleven of fourteen resident respondents answered "yes." A list of program accomplishments should not be confined either to the establishment of Task Forces, nor to a list of their budgetary purchases.

For example, a majority of Richardson participants saw sending books and worksheets home with students as high priority. By the end of the year, parents received their child's worksheet, with teacher comments, once every three weeks. Knowledge of helping services in the community was also considered a high priority item by Richardson parents. This need was, at least in part, met by the distribution of an informative booklet and the input of a number of community people talking about recreational and emergency services available.

3. Objective 4: Identification of and Implementation of Specific Program Improvements

Suggested forms of activity for the pursuit of this objective cited in the project proposal (April 7, 1972, pp. 4-5) include "much greater emphasis on visiting schools where it would be possible to observe innovative or exemplary programs of interest and talk with those persons involved in the program." Trends toward this objective may be discerned at both schools of the project.

At Washington, staff and residents alike had identified academic failure as a priority area and were in the process of investigating the Glasser's "Schools Without Failure." This projected course of action was aborted when school board staff raised questions about the appropriateness of this orientation. Later in the year, some of the residents advocated the creation of an after-school recreation program. This endeavor, too, was never realized.

At Richardson staff and residents were constant in their focus on the need to improve reading skills. A resident task force member took the initiative in investigating a cooperative parent-school tutoring program of the Shawnee Mission, Kansas schools. Subsequent interest in establishing a tutoring program at Richardson was an indirect outcome of this visit. This interest was acted on in several specific ways; Lippincott reading materials were investigated and adopted for use and two staff and two residents were sent, by Task Force funds, to a tutoring workshop held in Nebraska. While a parent-aide tutoring program was proposed for the coming school year, and agreed to by the principal, it remains to be determined whether this goal will be attained.

D. Conclusion

The preceding description of the initiation and development of the EPPD project suggests several conclusions about the project's success in achieving its major stated objectives. It will be recalled that the four primary objectives of the project as stated in the original proposal were as follows:

1. Identify the educational needs of inner city children in America in the 1970's, with particular attention given to the educational needs of students attending each EPPD Project school; and reach agreements as to which of these needs should be considered priority needs.

2. Explore the role of the school in a viable community and the role of the community in the education of its children for the purpose of recognizing new relationships which might be developed between project schools and the communities they serve.

3. Identify those areas or aspects of the total school situation, including the relationship of school with community, which need to be enhanced or changed in the case of each project school in order that the priority educational needs of students might be met more fully; and reach agreement as to which of these areas or aspects should be given priority status.

4. Identify and implement specific program improvements in each project school which both residents and school personnel believe to be desirable based on their understanding of the educational needs of students, the interdependence of school and community, and existing deficits or needs in project schools.

We have described how the project developed in such a way as to move toward the attainment of each of these objectives. Very early in the project, participants filled out a questionnaire on educational priorities for inner city children and organized into committees which at least partially took cognizance of the questionnaire responses. Throughout the year they explored various possibilities for building new or stronger school-community relations and frequently expended funds on activities which might strengthen these relationships. They identified a number of aspects of the total school situations which needed to be "enhanced or changed," and they purchased materials and services which may have resulted or may in the future result in "specific program improvements in each project school." In this sense the EPPD project clearly made discernible progress in moving to accomplish the priority goals originally set forth for it.

In another sense, however, it is impossible to determine whether the project was successful in accomplishing these goals. This is primarily because the goals are not susceptible to precise measurement. It is not at all clear, for example, how one decides whether the "true" educational

needs of inner city children have been measured adequately or accurately. It is not possible to be sure that the respective roles of school and community have been adequately or correctly "explored." There is no way to use quantitative data to determine whether aspects of the school which need to be "enhanced" or "changed " have been correctly or satisfactorily "identified." Nor is it possible to decide with any degree of confidence whether the materials and services which were purchased constituted significant "program improvements" in the participating schools--except, perhaps, through a longitudinal evaluation costing tens of thousands of dollars. In this sense it is not possible to delineate the precise degree to which the EPPD achieved its stated objectives.

For this reason our evaluation might well end right here, except that we are obligated by our contract to consider a number of issues and questions involving the EPPD project and also to offer recommendation for similar or related projects in the future. Some of the questions we agreed to investigate already have been treated directly in our description of the project;* some others were more or less implicitly answered in our account of its development.** Several other questions which were neither explicitly or implicitly considered in the preceding sections providing documentation on the project are examined in the following sections of this report.

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*e.g. "What were the major and/or crucial characteristics of the type of approach utilized in the project?"

**e.g. "What policies were established and what recommendations were advanced regarding school curricula, instructional programs, and related matters?"

II. ISSUES INVOLVING THE STRUCTURE AND IMPLEMENTATION OF THE EPPD PROJECT

This chapter is concerned with several major issues or topics involving the adequacy of the approaches and concepts utilized in the EPPD project and the extent to which these approaches and concepts seemed to accomplish the purposes they were designed to serve in practice. First we will discuss several of these issues under the general headings of "Training"; "Participation"; "Compensation"; "Size of the Task Forces"; and "Structure." In so doing, we will attempt to answer a number of the questions we agreed to investigate as part of our contract with the Model Cities Agency.* Afterward, we will consider several additional questions of special interest which also were included in our Scope of Services agreement.

Major Issues

Training

The amount of training required by participants in a resident involvement project in a local school community is contingent upon the objectives given highest priority in the project. For example, projects stressing parent participation in school activities such as field trips do not require that residents know a great deal about the mechanics of curriculum and instruction. Projects stressing citizen participation in school-level decision-making, on the other hand, require participants who are well-informed about how schools function and how they might be made to function more successfully.

The EPPD project provided for the initial involvement of resident participants in a variety of activities such as purchase of additional physical facilities and aimed for later involvement in helping to introduce instructional innovations in the classroom. The latter activity would have required considerable technical knowledge on the part of EPPD resident members, but the project never reached the stage of instructional innovation and therefore residents never really had to acquire much systematic training in order to participate in the project. It also should be noted, however, that the project possibly might have reached the stage of instructional innovation--or at least come closer to it--had residents been involved in systematic training from the time the project began.

This would have been difficult, however, since participation in an experiment like theEPPD project was itself tiring and time-consuming, and participants often do not perceive much need for systematic training during the early stages. For these reasons, the project's planners chose not to concentrate on training at the outset (as had been done in an earlier version of the EPPD proposal) but to wait for the need to be perceived by and arise

*For example, in the section on "Structure" we address ourselves to the question, "How adequate are the organizational structures and procedures devised for EPPD?" and several other related questions.

from the participants themselves as the project evolved. Unfortunately, this perception or request never did emerge clearly at a time when it was possible to respond very meaningfully, thus leaving many residents without some of the knowledge and skills that training might have supplied to help them participate more effectively.

We are not criticizing project planners and staff for this decision since it is not known whether or how much training should be spelled out in advance for participants before or during the first stage of a school-community involvement project. Further research may suggest answers to this question but it has not, to our knowledge, been studied directly on an experimental basis in the past.

Based on hindsight, however, it is clear that some such systematic training for both residents and faculty before a community-involvement project proceeds too far, both to build appropriate knowledge and skills among participants during early stages and to enhance the likelihood that they will move the project along satisfactorily toward its ultimate goals.* If it is decided that training activities should not be specified in advance in order to avoid "imposing" a predetermined package on participants, probably the best way to proceed would be to require (before the project begins) that a given proportion of the budget be set aside for such activities.

It should be understood that in using the term "training," we do not refer only or even primarily to formal lectures or traditional-type courses following a set curriculum. Instead, our definition of training also includes such activities as the following:

- seminars and conferences
- hiring of consultants and advisors
- consultation with appropriate outsiders
- visits to other programs and projects
- conduct of studies utilizing assistance from appropriate resource persons

Topics and areas of concern which might be given attention in these ways in school-community involvement projects include:

- group process skills
- planning and organizing
- school organization and operation
- curriculum and instruction
- child development
- budgeting and accounting
- evaluation and research

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*In this context Edmund M. Burke in "Citizen Participation Strategies," American Institute of Planners, 34, 5, September, 1968 discusses the utility of citizen-participation as a means of education and goal attainment.

It also should be understood that we are not implying that resident participants in the EPPD project did not acquire or demonstrate a certain amount of knowledge and skills such as might be communicated in a systematic training program. As pointed out elsewhere in this report, many residents did participate effectively and/or acquired some pertinent knowledge and skills given the constraints of time and environment under which the project operated. Unfortunately, however, some important characteristics such as knowledge of how to function in a small-group discussion with professionals were not always distributed very widely, perhaps because they had been acquired or nurtured incidentally as a by-product of other activities and priorities in the project. This degree of unevenness in the development of pertinent skills and knowledge probably did not detract very much from the project as it operated in 1972-73, but it easily might have become a serious problem ahd the project continued and become more concerned with longer-range goals alluded to in the original proposal.

Participation

In this section we are concerned with several possible goals regarding the participation of residents in inner city schools. (However we will omit specific discussion of one of the key elements in EPPD efforts to enhance participation--the payment of substantial stipends--until the following section.) These goals* include:

1) participation of residents who had not previously participated significantly in school affairs but would participate actively in the future as a result of the project.

2) recruitment from throughout the neighborhood so as to avoid problems associated with dependence on a tight network of friends and relatives.

Regarding the first goal, we already have pointed out that there is no solid evidence to support the conclusion that many residents became or will continue actively involved in school-community activities as a result of the EPPD project.

Regarding the second possible goal, there was some tendency for resident Task Force members to be drawn from a limited number of families and/or from groups of friends and relatives. However, this tendency seemed neither avoidable nor excessive in view of the limited amount of time that was available and the inherent difficulties that were present when the EPPD project

*The goals mentioned here were not necessarily concurred in or given equal priority by every person in relevant decision-making positions in the sponsoring organizations (e.g. Model Cities Agency, REAB; KCSD). In particular, for practical reasons the second goal would not be given a high priority by officials responsible for implementation of the project.

began. We do not have any recommendations to offer that we feel would solve the problem as long as such projects are to be implemented separately in individual inner city schools and thus must draw participants from a relatively small geographic area.

Regarding the third goal, the EPPD project clearly did not succeed in bringing about the active participation of a substantial proportion of adult males. The difficulties of achieving this goal should not be minimized. Many men in inner city black neighborhoods are working long hours, others are involved in various non-school community organizations, and still others have withdrawn from consistent participation in organized community affairs. In addition, education is often viewed as a more appropriate concern of women than of men--just as is true in many communities outside the inner city.

Because of these inhibitions on male participation, the EPPD project was no more successful than most other inner city programs in which attempts are made to increase the rate of adult male participation. Since no one really knows how to overcome this common failure of programs serving black inner city neighborhoods, we find it difficult to offer recommendations other than obvious ones such as allowing more time for recruiting and involving participants in fundamental decisions rather than limiting their participation to fringe issues in which many presumably will have little enduring interest.

Of course, we could suggest shifting EPPD-type projects to black middle-class and upper-working-class neighborhoods in which adult males frequently are active in community institutions, but then they no longer could be considered demonstration projects aimed directly at improving schools in the inner city. One alternative that would be of some value is to locate projects in schools which have a relatively high proportion of black male teachers. Although this alternative at least could provide a visible example of adult male participation in local school decisions, we recognize that there are many other considerations which should affect the choice of schools to participate in a school-community involvement experiment.

Compensation

Evaluation of the amount and mode of compensation to Task Force members can be considered on at least two levels. At one level it is pertinent to ask what have been the outcomes of the payment of a substantial stipend. In the broader view, the question is whether the outcomes of the payment of a stipend are instrumental to and consistent with the overall project objectives.

There is at least some support for concluding that the payment of five dollars per hour of Task Force meeting attendance to residents and school staff had the following results:

1 - Reinforcement of a feeling of equity between the two groups. (The rate of five dollars per hour conforms with district policy for teachers.)
2 - Augmentation of income of the participants.
3 - Encouragement for numbers of people to participate who might not otherwise have been involved. In this regard it should be emphasized that attendance of both residents and staff was good throughout the time that stipends were being paid. Thus it can be concluded that the stipend was effective in encouraging attendance among both groups of participants.

In terms of the first result, comments from residents interviewed would seem to indicate that equal rates of compensation are interpreted as a sign of being on equal footing with school personnel. In terms of the second result, there can be little question that the possibility of earning at least forty dollars extra per month represents an appreciable influx of income. In terms of the third result, there is no way of knowing whether the EPPD project succeeded in substantially enlarging the number of residents who continue to participate. Nor is there any way of evaluating the quality of participants attracted to a project for pay. All that can be said with confidence is that during the period of compensation, a consistently large number of residents were exposed to program input. (See Table 1).

This analysis raises the question of whether stipends for attendance should be paid in future projects similar to or growing out of EPPD. The preceding discussion suggests that stipends probably should be paid if the single, overriding objective of a project is to ensure that a sizable number of residents (i.e. 25-35) regularly and frequently attends meetings of a school-community task force. However, since there is some reason to believe that a group this large may be too big to function effectively in solving many internal as well as functional problems, perhaps some other alternative (to stipends for large groups of residents) hould be explored in planning future projects.

In addition, it should be kept in mind that 1) a small number of residents probably can be actively involved in an inner-city school-community involvement project without providing stipends; and 2) extending a school-community involvement model (or models) including stipends to all or a large number of schools in a big city probably would escalate the costs beyond a feasible or realistic level. These considerations, too, suggest that some alternate model should be explored.

Finally, it should be noted that one reason stipends were thought to be necessary in the EPPD project was that teachers could not be expected to meet after school or in the evening without professional compensation but to pay teachers and not residents for attending meetings probably would generate considerable dissatisfaction among some residents. In this regard, we believe it is fair to say that experience in other parts of the United States as well as in Kansas City suggests that most school improvement projects are better implemented when staff development and participation components are scheduled primarily as part of the regular school

day, thereby also obviating the need to pay stipends for professional staff. (This can be done by employing a cadre of experienced "in-service Replacement Teachers" or by dismissing students.)

This point, too, suggests that some alternative model involving a limited number of residents and staff on a regular basis without stipends might be more effective than the EPPD model in achieving some of the objectives and goals associated with school-community involvement projects. At the same time, however, an alternative model might still allow for reimbursement for expenses such as baby-sitting, compensation for time lost from work, stipends for special activities such as a weekend planning retreat, and might still aim at involving a large number of residents in occasional (possibly reimbursed) meetings on a monthly or bi-monthly basis.* We describe such a model in the last chapter of this report.

Size of the Task Forces

More specifically, decision-making becomes a rather unwieldy operation in a group where each member must be informed, then speak his/her piece and finally reach agreement with others.** In the Task Forces it was necessary to raise the residents' information level on issues where school staff were already informed. The amount of time needed for this may have alienated some members or potential members, who wanted to "get something done" and resented the amount of time needed to do so. It is suggested that a small membership (as well as preliminary training) may be able to move more quickly and efficiently in projects in which goals may focus more on problem-solving rather than participation per se (which was the foremost goal of the EPPD project during its first year).

A recommendation that the Task Force be limited to a smaller membership is not seen as a total solution to the problem of expediting decisions in a school-community organization. Rather it is felt that findings from small group research buttress the proposition that a small group is more likely to avoid getting bogged down in decision-making processes than is a group with membership as high as fifteen or twenty.

Structure

An assessment of the structural approaches utilized in the EPPD project depends to a large extent on answers to two basic questions: 1) did the approaches which were used result in attainment of the purposes which

*Hopefully, prospective changes in Missouri law regarding the number of hours students must spend in the classroom will make it possible to release teachers during the day more frequently for participation in school-community projects as well as other forms of in-service training.

**More information on the nature of this and related problems can be found in, "Time, Emotion, and Inequality: Three Problems of Participatory Groups," by Jane J. Mansbridge in The Journal of Applied Behavioral Science, vol. 9, no. 2/3, 1973.

they were designed to achieve?' and 2) was the structural model on which the project was based desirable in the first place?

1. Adequacy of the structure for enhancing cooperation between residents and staff.

The overriding purpose of the EPPD project was to bring about cooperation between staff and residents in order to improve the quality and effectiveness of education available to students attending the participating schools.* It is not possible to determine whether or not the project ultimately would have improved educational opportunities in the participating schools had it lasted longer, but a good start was made toward building cooperative relationships and in most respects the approaches used seemed to work well in terms of encouraging cooperation between staff and resident members of the Task Forces. We did not learn of any indications that there was either an obvious major failure in cooperation between residents and staff or that the approaches utilized were interfering with rather than facilitating cooperation between the two groups.

One key question which has arisen in our examination of the structure of the EPPD project is whether it might not be more effective to have the project staff serve directly under the authority of the principals in charge of participating schools. Advantages of this alternative are that it could result in greater accountability for successful implementation inasmuch as a single person might have both responsibility and sufficient authority to make a project work and that it could simplify communications difficulties inherent in project implementation. Disadvantages include the possible weakening of an outside impetus for change and the possibility that a project would suffer from neglect because principals already have very heavy responsibilities.

We have obtained reactions and opinions on this question from a number of participants as well as other knowledgeable individuals, but we have not been able to reach a firm conclusion on the matter. Probably the best decision would be to try both approaches at different schools in the future, and determine which worked more satisfactorily. The recommendations and models we will discuss in the last chapter of this report include both types of structure.

2. Desirability of the original model.

One major approach for improving education through school-community involvement is the Resident Supplementation Model in which it is assumed

*As stated in the April 7, 1972 program proposal, "the distinguishing feature of the EPPD Project would be the cooperative involvement of school and community in the study of needs, the establishment of educational priorities, and in the planning and implementation of program improvements or innovations" (p. 1).

that gains will be greatest when residents supplement the work of the staff without overstepping clearly-delineated boundaries defining the traditional professional prerogatives of the educator. Stated differently, this approach allows residents to help the school in certain ways but does not allow them to be involved consistently in "professional" matters such as decisions concerning curriculum and instruction. It is best illustrated in the organization of traditional school-community groups such as PTA's.

A second major approach is the Adversary Model in which residents are thought to contribute most significantly when they are able to force educators to be less subject to bureaucratic forces that hinder the effectiveness of educational programs in the school. This approach has been most prominent in some so-called "community control" experiments which have been the subject of intense conflict in a number of cities.

Major characteristics of the Adversary Model include the following:

- residents have definite opportunities to participate in the determination of policies regarding curriculum and instruction in local schools.

- residents have a separate base of power which enables them to exercise and maintain independent influence in the decision-making process.

- residents are informed about day-to-day problems in the school even though some administrators and teachers would be more comfortable if this knowledge were limited to the staff.

Both the Parent Supplementation and the Adversary Models have deficiencies which should be considered in choosing between them. Judged by experience in school districts all over the United States, the Parent Supplementation Model has little potential for helping to bring about innovations in basic instructional programs in the schools. While this type of approach often does provide an important supplement to existing programs, professional educators frequently have not invited local community groups to join in a serious evaluation of curriculum and instruction much less help make decisions about fundamental improvements and new directions for the future.

The Adversary Model, on the other hand, has different shortcomings. Providing residents with a separate base or influence and the authority to participate in the determination of school-level policies may put decision-making power in the hands of individuals who have little knowledge or capacity for making technical decisions about education or base their decisions on considerations which have little direct relationship to the educational purposes of the school.

Perhaps recognizing the shortcomings of both models, the originators of the EPPD project did not accept either one totally but instead drew on

elements of each. As we have seen, the emphasis was on cooperation between staff and residents, and residents soon learned--if they did not know before--that they had no authority to interfere with existing instructional programs in the participating schools. On the other hand, residents did have something of an independent base through the provision of a substantial amount of money separate from the regular school budget and the stipulation that a majority of resident members of a Task Force could veto the expenditure of funds allocated to the project. Indeed, the existence of a substantial discretionary fund subject to control by local citizens was the essential feature which differentiated the EPPD projects from most other community involvement experiments.

The EPPD project thus constituted an interesting and potentially-successful compromise between the two models. Residents might have become more knowledgeable about the instructional program in the participating schools had they caucused separetely more frequently and also had an opportunity to meet regularly in grade-level groups rather than subject-area committees; these changes along with appropriate training for participants would increase the probability that the EPPD compromise approach eventually might result in significant improvements and innovations in instruction at the participating schools.

There is still the question, however, of whether projects designed to achieve this goal through community involvement really can succeed unless residents are given authority to participate in making school-level decisions about curriculum and instruction. Our own inclination is to agree with this point of view but at present there is no convincing evidence to support the conclusion that the benefits of resident involvement in such decision-making is bound to result in more good than harm. We recommend, therefore, that the EPPD approach (i.e. parent control of a discretionary budget) be tested more fully in Kansas City in the future and that residents in at least one experimental variation be given the authority to help make decisions about curriculum and instruction, subject to the following provisos designed to minimize the possible dangers of the Adversary Model:

1. Residents should not be involved in basic decisions about curriculum and instruction at the inception of the project but instead should participate in preparatory training programs leading to the formal establishment of a local neighborhood school board during the second or third year of the project.

2. If residents are to be involved in decisions at the local school level, more attention should be given to ensuring the legitimacy and independence of their roles and contributions. This can be done by selecting them either through local neighborhood elections or through mechanisms provided by other community groups, such as the Model Cities Agency or the Human Resources Corporation, in which local officials themselves are selected in neighborhood elections.

These possibilities are further discussed and explored in the last section of this report dealing with alternative models for possible future trial in the Kansas City, Missouri Public Schools.

Additional Questions

How adequate was the direction and assistance provided by the staff?

Since we have shown that the EPPD project was at least partially successful in terms of achieving its major stated objectives, and since these objectives involve the accomplishment of difficult goals in a difficult experimental situation, we feel it is justified to conclude that the staff's performance in implementing the project was excellent. This conclusion is particularly justified inasmuch as precedents and practical guidelines for implementing this kind of project were virtually non-existent.

One might also ask specifically whether the level of staff resources devoted to the project was adequate to achieving its fundamental purposes. All the evidence available to us indicates that while the staff members were extremely busy throughout the project, they were able to discharge their obligations with skill and competence. Whatever deficiencies appeared in the project as it developed seemed to be related mostly to inherent difficulties in execution, uniqueness of the concept, interpersonal conflicts among participants, and other similar factors rather than to shortcomings or obvious mistakes on the part of the staff.

Thus we conclude that level of resources and the individuals assigned to the project were adequate to carrying it out. That is, two personnel with the skills and background possessed by Dr. Holmes and Ms. Pearson are capable of carrying out an EPPD-type project in two elementary schools. We are not sure whether or how many additional schools might be included in a similar project with the same staff resources in the future, but we would guess that two staff members with appropriate skills and experience could work with three or possibly even four schools at one time provided that some adjustments were made in implementation (e.g. additional administrative assistance) and precedents established in the EPPD project were suitably utilized.

What have been the attitudes of school district administrators and policy-makers toward EPPD and the issues raised by EPPD?

In general, we found that central office administrators in a position to make important decisions about inner city schools in the Kansas City School District expressed favorable opinions about the EPPD project and the concepts and goals associated with it. Without exception the administrators asserted their support for the concept of school-community involvement to improve education for inner city children and indicated--in one way or another--a belief that EPPD was a reasonable approach to try in view of the many difficulties involved in launching and carrying out this kind of project. Our interviews further suggested that administrators were pleased to see that the EPPD seemed to result in discernible progress without generating as much social and political conflict as has occurred in some other cities and that many will tend to support further exploration of EPPD-type projects in the future.

How viable or useful is EPPD as a model for on-going community involvement in public education? and What are the major strengths and weaknesses of EPPD as a model for community involvement?

Even though it is difficult to assess the EPPD project in these terms after only one year of operation, preliminary conclusions can be reached about the general viability and the major strengths and weaknesses of its fundamental characteristics. To a large extent, we already have done so in previous sections of this chapter as well as elsewhere in the report. Before we can answer these questions more explicitly and in greater detail, it is necessary to analyze the concept of "community involvement in public education" and its purposes in more detail than we have in the first two chapters. It is to this task and its implications for assessment and evaluation of the EPPD project that we turn in the next chapter.

Discretionary funds for school improvement

Having noted various accomplishments of the EPPD project, we are in a position to estimate how much it might cost to introduce and/or institutionalize similar projects in the Kansas City (Mo.) School District at a financial level sufficient to justify hopes for similar results.

However, for various reasons spelled out elsewhere in this report we do not recommend implementation of projects precisely similar to the EPPD project; instead we have tried to identify several models that might be said to constitute an "evolutionary development" arising out of the EPPD model and experience (See Chapter IV).

At the same time, we have emphasized the importance of the EPPD discretionary fund* in making it possible for residents to experience a sense that their participation is meaningful as well as to exercise some leverage in a school-community involvement organization more oriented toward effective resident participation than is the typical traditional PTA. It will be recalled that these funds amounted to $15,000 at each of the schools that participated in the EPPD.

Regardless of the direction in which the school district moves with respect to school-community involvement in the future, we believe it is desirable to include a discretionary fund similar to the EPPD fund in any project aimed at this goal. During the first year of such a project, however, it probably would be feasible to provide a smaller sum (than $15,000) to constitute the discretionary fund for each participating school.

It is not possible to say precisely how much could be cut without substantially reducing the motivation and leverage of persons responsible for the allocation of money from a discretionary fund. We would estimate, however, that a sum of $7,500 to $10,000 might still be sufficient to maintain the enthusiasm of participants while also still allowing for a significant impact in terms of the physical resources thus made available in a typical elementary school.

In this regard, it should be noted that the average amount of money available through regular internal sources (i.e. non-federal revenues) for "non-salary expenses"* in district elementary schools in 1972-1973 was just short of $7,000.** In effect then, a sum of $7,500 would be slightly more than the amount of money now directly available to the average school through regular district sources for the purchase of non-salary items. Doubling the amount of money for this purpose certainly can be viewed as constituting a significant addition to the resources available in an elementary school.

To provide a discretionary fund of this magnitued ($7,500) for each elementary school in a school district the size of Kansas City (approximately 70 elementary schools) would cost more than half-a-million dollars. Of course, the sum needed would be proportionately smaller if only one-half or some other fraction of schools were chosen to participate. In all likelihood, less than one-fifth of the principals in the district would be sufficiently enthusiastic about an EPPD-type project to volunteer to participate.

We recognize that KCSD is not now in a position to provide substantial amounts of additional non-salary expenditures for the district's elementary schools. However we believe that expenditures of this nature might be a legitimate and justified expenditure under prospective federal programs (such as General Revenue Sharing or the Better Communities Act) which emphasize local citizen participation in decision-making in big-city institutions. Therefore we recommend that personnel from the school district as well as other interested parties explore such possibilities for obtaining funds to support elementary-school discretionary budgets or approximately $7,500 per school as part of school-community involvement efforts in a selected number of the district's elementary schools.***

It also must be acknowledged, however, that $7,500 might not constitute an adequate discretionary fund for a given school after the first year of a school-community involvement project. That is, plans and proposals developed by residents and staff during the first year of a project probably would require substantial additional resources for implementation during subsequent years.**** We do not, however, want to imply that all such expenditures at

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*These expenses include expenditures allocated to each school for text-books, curriculum related materials, teaching supplies, office supplies, library books and materials, and equipment.

**District-wide, this figure works out to the scandalously-low sum or approximately $15.05 per pupil.

***This expenditure might be particularly productive in terms of increasing the physical resources for instruction inasmuch as a large proportion of any additional funds available to KCSD through local and state sources almost certainly will be expended on salary increases.

****Expenditure implications associated with this possibility are almost impossible to calculate or predict in advance.

each participating school necessarily must be or even should be underwritten after the first year of a school-community involvement project. For one thing, the total cost might be prohibitive. Equally important, the quality of proposals would vary a great deal from school to school, and many plans probably would be inadvisable due to various deficiencies such as inadequate cost-effectiveness.

For these reasons, we would recommend that all discretionary-fund expenditures beyond about $7,500 proposed as part of a major school-community involvement effort in KCSD should be approved only after review and evaluation by an impartial committee of persons with substantial knowledge of and/or experience in big city school systems. Thus a district-wide project might be implemented somewhat as follows:

Step 1 - Interested elementary school principals volunteer to work with residents and staff (as in the EPPD project) in making decisions about the allocation of $7,500 to be made available for non-salary expenses in each participating school.

Step 2 - Funds to support these discretionary budgets along with necessary administrative funds for staffing and training are sought and obtained from sources such as General Revenue Sharing or the Better Communities Act.

Step 3 - Residents and staff participating in school-community task forces concerned with the allocation of the discretionary budget also develop plans for a school improvement program for subsequent years.

Step 4 - These plans are reviewed by an impartial committee of experts and as many are funded as is both desirable in view of the quality of the plans and feasible in terms of available resources.

III. DISCUSSION OF THE EPPD PROJECT IN THE CONTEXT OF SCHOOL-COMMUNITY INVOLVEMENT OBJECTIVES FOR INNED CITY SCHOOLS

Whether any program is evaluated positively or negatively depends a good deal on the objectives chosen to measure it against. Of course a program always must be evaluated first of all in terms of its stated objectives, but even here conclusions may be difficult to reach because some objectives are likely to be achieved more successfully than others.

In addition, it often is important to assess the impact of a program in terms of objectives which may not have been explicitly or intentionally posed for it but were wholly or partly achieved nonetheless (i.e. "unanticipated" outcomes). Also, the goals of a program often should be discussed in terms of objectives which were neither sought nor attained ("unattempted" objectives). One must be very cautious in doing this in order to avoid faulting a program for "failing" to achieve that which it did not aim to do in the first place. On the other hand, it often is important to consider such "unattempted" objectives in evaluating the "concept" behind a program (as opposed to implementation of the program itself), particularly when the evaluators are charged with the task of making recommendations for the future.

In one way or another, all three types of objectives--stated, unanticipated, and unattempted--will be discussed below in connection with the EPPD project. We will enumerate some of the outcomes of the EPPD project as identified in the data we collected from observations, interviews, questionnaires and documents after evaluation activities began on April 9, 1973. In doing so, we will discuss the project in terms of seven possible objectives which can be postulated as having particular salience and importance for an experimental program to bring about "cooperative involvement of school and community in the study of needs, the establishment of educational priorities, and in the planning and implementation of program improvements and innovations" in an inner city school.*

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*This description of the EPPD project is quoted from "Educational Priorities and Program Development Project," Kansas City, Missouri Model Cities Agency, April 7, 1972, p. 1.

Based on the official description of the project* as well as other material, one can infer that its most distinctive characteristic was the attempt to involve community residents in school affairs in order to improve in one way or another, the educational as well as other opportunities available to students at the participating schools.

It is possible to conduct school-community involvement projects in which participants include "community representatives" from groups or locations outside the school's attendance area. Since the EPPD project did not utilize this approach, it is appropriate to talk about efforts to increase (or improve) "community involvement in school affairs" in discussing the objectives of the project. This is the terminology we will use most of the time in the remainder of this chapter.

Objective 1. Enhance residents' general participation and participatory skills.

One of the most obvious reasons for involving residents in the affairs of an inner city school is to give them opportunities and assistance in learning to participate effectively in institutions inside as well as outside their local neighborhoods. Like many residents of other neighborhoods, a substantial proportion of inner city residents have little experience in working to maintain and improve the quality of life in their local neighborhoods or in the city as a whole. To a greater degree than is true in other neighborhoods, inner city residents frequently lack political knowledge and contacts and economic resources which might be helpful in protecting or improving the quality of life in their neighborhoods. Unless they participate actively and effectively in neighborhood and civic organizations, they will have little chance to alter conditions which make their lives difficult and insecure. Therefore it is appropriate to hope that participation in school affairs will help residents of low-income neighborhoods become more willing and able to participate in community affairs in general.**

This objective was not explicitly identified as a major goal of the EPPD project. In this sense, progress toward accomplishment of the objective would have to be considered as an unanticipated outcome or by-product of the project.

There is much evidence to support the conclusion that some EPPD resident participants did acquire appropriate skills as a result of participating in the project, even though it lasted only one academic year. Without reviewing all the relevant information already presented in the documentation section, we can express confidence that the level of resident participation was high through most of the year and that many residents--particularly those who co-chaired the Task Forces and the committees--

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*See the quotation and footnote on p. 1.

**Carol Lopate and others have reviewed a number of studies which suggest the value of participation for feelings of satisfaction and organizing change in "Decentralization and Community Participation in Public Education," Review of Educational Research, 40 1, 1970.

not only were quite active but obviously gained in self-confidence and participatory skills as a result of this opportunity to take part in the EPPD project.

Although there is no way to prove that the participatory skills thus acquired later will be transferred and put to use in other community organizations, neither is there reason to think this will not happen. Participation, after all, must begin somewhere, and the EPPD project definitely provided resident Task Force members with good opportunities for acquiring and/or sharpening skills and attitudes needed to participate in community affairs.

At the same time, it also is true that EPPD participants did not learn quite as much about group dynamics, parliamentary procedures, organizational decision-making, and related matters as ideally they might have. As could only be expected, at the end of the year staff participants sometimes were still much more active as a group in discussing alternatives than were resident participants, some residents were still reluctant to raise and discuss certain common concerns directly--especially in the presence of teachers, and several important issues were still being considered in a mostly round-about fashion. For example, participants at Washington were understandably reluctant to directly express or discuss bruised feelings with respect to resident inclusion on trips and other events. Similarly, participants at Richardson were understandably hesitant to confront or resolve problems involving personality among some members. Nevertheless, the residents did make considerable progress in these matters, and much more could be expected if several small modifications were to be made in a continuation or replication of the project. Changes we would recommend to accomplish this goal in future projects are as follows:

R. 1.1. Resident and staff members of the Task Forces should caucus separately more frequently and regularly than was done much of the year. Each group should select a spokesman to report back to the larger group, in order to reduce inhibitions on raising issues that participants otherwise might be unwilling to bring up.

R. 1.2. At some point participants should take part in a formal training program designed to help them learn how to participate more fully and effectively in community organizations. (We discuss this possibility at more length in another section of this paper.)

Objective 2. Increase cooperation between the school and the home in order to improve the effectiveness of instructional programs in low-income schools.*

Most educators believe that close cooperation between school and home is an important and perhaps indispensable element in determining whether educational

*While not explicitly spelled out as a goal for the EPPD project, this objective was implicit in such program-description statements as, "residents are uniquely qualified to identify the values which they wish to be reflected in the education of their children" and "the total school situation would be examined in order to identify those areas or aspects in need of improvement such that students might learn more." "Educational Priorities and Program Development Project," op. cit., pp. 1, 3.

programs and services in the school are effective or ineffective. If conditions in the home and the neighborhood conflict with or are incongruent with those in the school, students are likely to learn only a fraction of what they do when the influence of each of these institutions is mutually supportive. Even those teachers who are least interested in home-school cooperation recognize this truism when they sometimes bemoan the "difficulty" of working with children from "hard-to-reach" families, thus implying that such children are difficult to teach at least partly because the school and the home are not working together to develop academic skills and understandings.*

The EPPD project appears to have had considerable success in increasing home-school cooperation with respect to the families, friends, and relatives of residents who participated in it. At the very least, abundant opportunities were provided to build mutually-supportive relationships between parents and teachers. The project provided an excellent forum for discussions to bridge possible gaps and misunderstandings between the two groups, it resulted in more systematic involvement of parents in school affairs such as field trips and special events,** and it substantially increased the two-way flow of communication between the school and the community.

To the extent, however, that improving instruction through school-home cooperation was a goal of the project, the model used was not one which has much potential for appreciably improving the effectiveness of instructional programs at the participating schools. Primarily, this is because the priority goals of the project were such that the number of residents directly involved was limited and most staff members did not have a great deal of time to spend in homes and in the community. Given these aspects of the project, it was unlikely that sufficient progress would be made in facilitating home-school cooperation throughout the community to have much of a long-range impact in terms of improving the effectiveness of instruction in an inner city school.

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*We expect that the contafts and policies established in this regard will tend to carry over into the future.

**There is a good deal of related research which shows that children of parents with more school contacts exhibit greater educational achievement and better attendance, behavior, and study habits. For example, see H. J. Schiff, The Effect of Personal Contactual Relationships on Parents' Attitudes Toward Participation in Local School Affairs. Doctor's Thesis. Evanston, Illinois: Northwestern University, 1963.

The foregoing observation should not be taken as a criticism of the EPPD project because the project had multiple goals and no one model could be maximally appropriate for achieving every one of them. In addition, it should be kept in mind that the project operated only one year and hardly could be expected to achieve this goal in such a limited period of time. However, to the extent that improving the effectiveness of instruction through widespread home-school cooperation (i.e. throughout much or most of a community) is a major goal in future projects, we recommend that:

R. 2.1. Teachers and other staff members spend a significant amount of time visiting homes and other community institutions such as churches, social service agencies, and community development organizations.

R. 2.2. Modified models which have the potential for involving larger numbers of parents and other residents should be tried.*

Objective 3. Increase the number of parents and other residents participating over a relatively long period of time in school-community organizations.

Even though this was not an explicit objective of the EPPD project, some progress probably was made to achieve it, in this sense constituting an "unanticipated" outcome of the project.

The gain which occurred in this regard was, however, somewhat limited. For one thing, the percentage of residents attending Task Force meetings dropped off sharply when stipends no longer were paid in the spring of 1973. While this does not constitute proof that non-attenders will not participate in school-community organizations on a non-stipend basis in the future, neither does it lead one to be hopeful that they will join and participate in organizations such as the PTA in the fall of 1973 or subsequent years.

Second, of the seventeen resident Task Force members who completed and returned the questionnaire we administered in April when stipends were no longer available, fourteen indicated that they already belonged to the PTA (8 had belonged for longer than one year), and only eight indicated that they had been more active in school activities than they had been in preceding years. While this response may have been inflated to some extent due to perceptions of social desirability (of PTA membership), there is little doubt that the most active residents were persons already or previously active in local school affairs.

It is not surprising that the EPPD project apparently did not result in substantially enlarging the number of residents who might be expected to participate in local school-community organizations over a relatively

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*We will discuss such models in our concluding section on alternatives for the future.

long period of time. For one thing, this was not one of the project's explicit goals; it justifiably was more concerned with the quality of participation than with the possibility of carry-over into future years. Equally important, no one knows for sure how to bring about widespread, long-term participation in school-community organizations in low-income neighborhoods (or in moderate and middle-income neighborhoods either, for that matter), without providing an enormous budget in order to pay large numbers of people to participate. Even in school districts which are implementing a version of "community control" of schools (e.g. New York City), the percentage of residents who bother to vote in local school-board elections--much less participate actively in school activities or organizations--typically is less than ten percent. We do not have any recommendations to offer which we confidently believe would result in substantial long-range increases in the number of residents participating in school-community organizations in low-income neighborhoods.*

Objective 4. <u>Provide inner city residents with sufficient opportunities to increase resources available to local neighborhood schools so that this form of assistance reaches the level provided by a good PTA in a middle-class neighborhood</u>.

This was not explicitly stated as an objective of the EPPD project, but it was implicit in the act of providing parents with funds to spend in support of their local school in whatever way they and staff members decide is best for students at the school.

The importance of the contributions to local schools frequently made by PTA's (or similar organizations) in many middle-class neighborhoods is seldom fully appreciated. In many such neighborhoods, PTA's play a key role in obtaining or providing resources which would not otherwise be available to students, teachers, and administrators. These resources are of many kinds, including such things as sponsorship of field trips, purchase of special materials for libraries or resource centers, provision of intercom systems, special audiovisual equipment and auditorium furnishing, coordination of speaking engagements by outside visitors, and many others.

Among the reasons why such contributions seldom receive the recognition they deserve are that the actual dollar amounts spent on them often seem trifling and the resources purchased or provided often are thought of as "frills" having little essential relation to the quality of education in a school. However, when it is recognized that seventy to

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*Such increases have been achieved in isolated cases in some cities, but they appear to be due more to intangible qualities involving the leadership and initiative of the building principal than to any particular policies and mechanisms which have the same impact in the hands of less inspired leadership.

eighty-five per cent of school budgets go for staff salaries and other fixed costs, it can be seen that even a thousand dollars of additional funds from local community sources constitute an appreciable percentage of the discretionary resources now available through regular school district channels. Even the remaining budget in local schools is not really "discretionary" because most of it is used for basic supplies which staff hardly can elect not to purchase. And while it is certain that the materials and services made available through PTA's or other community groups do not in themselves ensure "superior" education, they do make schools more pleasant and potentially more effective. In addition, these resources also help greatly to strengthen and solidify school-community relations by giving educators assurance that their clients support them and by giving parents a chance to be reinforced in the feeling that they are contributing significantly to their children's education.

Residents in low- and moderate-income neighborhoods have not usually had the opportunity to make contributions of this significance, partly because of financial inability and partly due to other reasons such as special difficulties in maintaining the stock of school materials and services in low-status neighborhoods. There is no doubt that the EPPD project did succeed in providing resident participants with an opportunity to make a contribution equal to or greater than those of school-community groups in wealthy neighborhoods. It would be desirable for this opportunity to be extended to residents of other low-income neighborhoods, and to moderate-income neighborhoods as well.

We do not have any specific recommendations regarding the attainment of this particular objective (providing community-derived resources) in the future because we have not been able to identify modifications in EPPD procedures which would have made it easier or more feasible to attain the objective.

Objective 5. Help identify and initiate instructional changes possibly leading to improvements in the academic performance of students in low-income schools.

Some progress was made with respect to this objective. For example, members of the Task Force at Richardson investigated a tutoring program and even made plans to explore whether such a program could be started at the school. Members of the Task Force at Washington studied possibilities for strengthening the Schools Without Failure (SWF) program and at one point even made plans for a more detailed investigation of these possibilities. At both schools, materials were added to the school resource centers as well as individual classrooms and it is possible that these materials may have a slight effect in improving academic performance in the future.

On the whole, however, progress toward the installation of innovations in instructional programs was very limited, partly because participants

in and staff members of the project clearly understood from the outset that interference with the instructional programming as already defined through the Board of Education and the Division of Urban Education would not be allowed. Thus it is not surprising that the EPPD project never really reached Stage V ("Implement Program Improvements") originally targeted for "not later than the first week in January," not only because the goal probably was too ambitious for a one-year project but also because Task Force members naturally tended to give attention to other activities with less potential for creating conflict with the central administration in the school district.

The question remains as to whether community participants in EPPD-type projects should have the authority to identify and implement instructional innovations in the future. We are not able to answer this question. It is possible that inner city education may never improve substantially unless community clientele are given authority--which might require politicaly-difficult legislative changes--to approve or disapprove and introduce or reject the instructional approaches utilized in individual schools. On the other hand, it also is possible that community-based decisions regarding instructional programs will be wrong or at least inferior to the decisions of professional educators nearly all the time. Research in other cities provides almost no hard data on aid in answering the question.

To a degre, the answer will depend on 1) evaluation of the present and potential effectiveness of current instructional approaches selected by professionals in positions of authority and 2) interpretation of the reasons for the failure or success of these approaches. At the present time, the Kansas City School District has made considerable progress in raising achievement in the first two grades in most inner city schools, but then there usually is a precipitous dropoff in achievement at the third grade-level. Among the possible reasons for this dropoff may be the following:

1) Instruction in the primary grades is "better" for some reason (e.g. materials are more appropriate; teachers are more positive toward pupils, etc., etc.) in the primary grades than in the middle grades, possibly attributabie in part to lack of funds to change the curriculum and provide as much teacher training in the latter as the former grades;

2) For various reasons (e.g. irreversible damage to learning abilities suffered by some children in the early years of life), inner city students do more poorly in the middle grades when the intellectual demands of the school become more abstract and difficult;

3) Existing primary and pre-primary programs theoretically could but currently do not prepare children adequately (due to lack of funds, lack of knowledge of what works, etc.) for the more abstract tasks in later grades;

4) Too few students are eligible to participate in existing compensatory education programs (due to lack of funding) to allow for substantial alleviation of the cumulative deficit in academic performance;

5) The major influences on inner city students' behavior and attitudes start to shift substantially away from the family and the teacher toward the peer group and the neighborhood beginning in about the third or fourth grade.

It should be noted that these possible explanations are not necessarily mutually exclusive. If the first explanation (inappropriate instruction) turns out to be primary, new instructional approaches identified either by educators or parents, or both, might provide a solution. If the second explanation (incapacity of many children to do abstract work) turned out to be most important, various sorts of early-infancy programs might constitute the basis for a solution. If the third explanation (deficient existing primary and pre-primary programs) is important, new instructional approaches might be tried at these levels. If the fourth explanation (too few students participate due to limited funding) is most important, substantial increases in funding presumably would solve much of the problem. If the fifth explanation (neighborhood and peer influence) is important, probably there is not much that can be accomplished short of radical change in school-community relations and possibly even vesting control of local control or revitalized local neighborhoods.

Unfortunately, no systematic attempt is now being made to determine the relative importance of these or other possible reasons for achievement deficits and declines among inner city students in Kansas City. (Nor, to our knowledge, is the issue being investigated very systematically elsewhere.) Most probably, a solution--if one is possible--will involve a variety of actions including early infancy programs, new instructional approaches in both the primary and middle grades, involvement of parents and other city residents in decision-making regarding instructional programs, and destratification of schools such that children are no longer forced to attend predominantly low-income schools. If it is decided in the future that resident participation in the decision-making about instruction is a desired component in efforts to improve academic achievement in inner city schools, we recommend that:

R 5.1. The authority of parents to help make decisions regarding instructional approaches should be clearly spelled out and agreed to in advance.

R 5.2. Part of the budget in EPPD-type projects should be set aside for training purposes and a training program should commence at the

beginning of the project.* Training should not consist largely of traditional-type formal study but instead should emphasize approaches such as the purchase of consultant assistance and goal-related study in the task-oriented committees established as part of the EPPD project.

Objective 6. Provide a definite mechanism for identifying and solving day-to-day problems which detract from the effectiveness of instructional programs in inner city schools.

Few citizens recognize the importance of day-to-day problems which combine to limit the effectiveness of instructional programs in their local schools.

To an outsider, seemingly-minor matters like problems in scheduling, delay in obtaining supplies, philosophic disagreements among teachers, and lack of in-school arrangements for controlling disruptive students, may seem less important than they really are in the affairs of a school. Even obviously important matters such as 1) malingering on the part of a few frustrated teachers; 2) the absence or failure of equipment available to teachers; 3) disruptive influence exercised by older youth on younger children; or 4) personality conflicts among staff may seem to be isolated difficulties rather than parts of a larger pattern of unresolved problems. In fact, however, the capacity to take action to alleviate these and a multitude of other possible problems constitutes one of the major differences between an effective and ineffective school.**

There is reason to believe that schools in large school districts face particularly severe problems in solving day-to-day problems that hamper the effectiveness of instructional programs. For one thing, decisions about instruction in large school districts frequently are made by individuals who are far from the scene of specific problems. In addition,

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*The staff of the EPPD project decided that training should grow organically out of the perceptions of participations rather than be scheduled before or at the beginning of the project. While this decision is open to argument, it is far from indefensible. In any case, however, training never became a significant part of the project. If goals in the future emphasize instructional change, training should be provided from the inception of the project.

**None of this is to argue that faculties of low-income on the whole are less effective in problem-solving than faculties in other schools. Middle-status schools generally are not much more effective in relation to student inputs than are low-status schools. But since students in middle-class schools generally are learning at an acceptable level, there usually is less public dissatisfaction with their level of effectiveness than is true with respect to schools in or near the inner city.

administrators in some cases have been promoted or retained in their positions more on the basis of how well they keep problems from exploding publicly than according to their success in actually solving them. Despite paper plans for decentralization of decision-making and elaborate charts to map pupil progress, management and information systems that might aid in the identification and solution of in-school problems are sadly lacking. And in big city school districts, at least, the inability (whatever the cause of teachers and administrators to take effective action in solving day-to-day problems is an obvious fact of life. For this reason it is frequently suggested that community residents should be intimately involved in internal problem-solving in order to increase the probability that difficulties in a school actually will be attended to and acted upon.

Since this potential objective of school-community involvement was not an explicit goal of the EPPD project and since the project design did not include provisions for resident involvement in decision-making in most aspects of the operation of the school, it is not surprising that little was accomplished in the way of in-school problem-solving. (In most schools, teachers and administrators are not likely to discuss specific problems very openly or systematically with outsiders who lack a real power base in the decision-making process.) Although our evaluation did not begin until the second week in April, and hence too late in the semester to witness much in-school problem-solving, our interviews with EPPD participants did not suggest that much activity of this kind had occurred earlier in the school year.

In addition, we occasionally were made aware of day-to-day problems at the two participating schools which were not being alleviated very successfully as a direct outcome of the EPPD project since internal problem-solving was not an explicit goal. However, these observations do underline the need to address the goal directly if one hopes to accomplish it through a school community involvement project.

It should be emphasized that educators at the two schools participating in the EPPD project certainly are no less effective and probably are somewhat more effective in solving day-to-day problems as compared with most schools in the United States. In this regard, the readiness of the principals and staff to participate in the project at a time when educators at other schools saw the project as a threat indicates a greater-than-usual willingness to bring school problems into the open and find ways to solve them. On the other hand, the same forces which work to make schools ineffective elsewhere--lack of adequate funds, differences in philosophy and methodology among staff, lack of knowledge concerning better instructional strategies, dysfunctional organizational bureaucracy, etc.--also militate against the identification and solution of serious problems even in relatively well-functioning inner city schools. If it is decided that community representatives should be brought more intimately into decision-making within the school in order to help identify and solve day-to-day problems in the future, we recommend that:

R. 6.1. Resident participants should engage in training programs designed to help them identify and solve in-school problems and also should make use of outside consultants to help them accomplish this objective.

R. 6.2. Rather than being under the direction of outside specialists, EPPD-type projects should be directed by the building principal and decisions on school matters should be made by a cabinet consisting of the principal, elected teachers, and community representatives. However, this approach should not be followed unless participating principals 1) are given additional personnel to assist in managing the school and in directing the project and 2) indicate an unquestioned desire and readiness to engage in this type of project.

R. 6.3. Meetings of members of the Task Force (or its equivalent) should be organized regularly on a grade-level basis and should deal specifically with day-to-day instructional problems. Since most elementary schools are too small to sustain a sizable planning group of teachers at each grade, grade-level organization of this type should encompass at least two grades.

Objective 7. Help change neighborhood and community conditions which militate against improvements in the effectiveness of education in inner city schools.

From one point of view, it is completely unrealistic to expect that school-community organizations in the inner city can have any measurable impact in changing or improving external conditions which operate to depress the achievement of students in inner city schools.

Racism in the larger society, the powerlessness and isolation of people with limited financial resources, social disorganization marked by crime, delinquency, and other forms of anti-social behavior, inadequate housing, medical services, and recreational facilities, unsuitability of the policies set by government officials who live in other types of communities, lack of effective perceived incentives to stimulate educational attainment, and hopelessness associated with years of frustration are but a few of the interlocking forces which combine to hamper schools as well as other inner city institutions. How could a school-community organization hope to stimulate long-range gains in academic achievement in the face of such overwhelming odds?

From another point of view, it is unrealistic not to expect school-community organizations in the inner city to work toward improving conditions in the neighborhood environment in which the school operates. How can the school realistically hope to succeed, for example, as long as young people spend much of their time in an environment in which the presence of street-wise youth constitutes a continuous temptation to forget the frustrations and boredom of daily life? Perhaps it is more to be wondered that so many young people actually do continue to function fairly well in schools, churches, and other stabilizing institutions in the inner city.

In any case, it is obvious that participants in the EPPD project did show some awareness of the likelihood that achievement gains for many inner city students will be extremely limited unless much is done to change the overall conditions of their lives, even though this was not a stated goal and could not be expected to be accomplished in so small and short-term a project. For example, participants at both schools worked in committees focusing on social and personal development, thus recognizing that inner city students (like young people elsewhere) need special help in developing personal strength to go along with a good academic background. The Task Forces at both schools sponsored a number of field trips, thus recognizing that it is desirable for inner city students to have more varied experience and explore wider horizons than otherwise is now possible for many of them. Some consideration was given at Washington to working with personnel in the Neighborhood Improvement Program, and the Task Force there sponsored a Charm-School experience for sixth grade girls and took an active interest in the SWF program, while the Task Force at Richardson showed particular interest in helping students learn more about Black History and Culture; all these activities at least implicitly recognize that influences on childrens' learning and development extend far beyond the classroom door.

On the other hand, the Task Forces apparently did not systematically examine the full range of influences which help depress achievement in inner city schools or intensively and persistently survey the possibilities for school-community action to improve neighborhood and community conditions which affect achievement. At one point the Task Force at Washington did consider the possibility of helping to organize a recreation program for students in the neighborhood but decided to drop the project for reasons which are not entirely clear.

It is not surprising that the EPPD project did not result in significant progress with regard to this potential objective of school-community involvement projects. Given the enormity of the task, the lack of knowledge on how to proceed, and the possibility that school-related activities may have no real chance to influence neighborhood conditions anyway, a one-year project with other priorities such as those of the EPPD hardly can be expected to make significant progress toward the goal. We would be the first to admit that we do not know how or even whether it can be attained at all. Nevertheless, in view of its potential importance, we recommend that:

R. 7.1. Future replications or modifications of the EPPD project should more systematically consider the possibilities and implications of neighborhood and community forces and conditions which depress learning in inner city schools.

R. 7.2. Experiments such as the EPPD project should be more closely tied to and coordinated with other community improvement projects so that they constitute a unified and coordinated effort to strengthen inner city institutions. (For example, community development efforts funded under the prospective Better Communities Act should be coordinated with future school-community involvement projects funded through resources availiable to the KCSD either internally or externally.)

Summary and Conclusions in Chapter III

Conclusions Regarding EPPD Attainment of Possible Community Involvement Objectives

The EPPD project was successful in terms of providing residents with opportunities and assistance for learning how to participate in an important community institution.

The project had considerable success in increasing home-school cooperation with respect to the families, friends, and relatives of residents who participated in it. However, it should be kept in mind that the design of the EPPD model allows for participation of only a limited number of residents in comparison with the number of parents with children in the participating schools.

The project was not particularly effective in increasing the number of residents participating on a long-term basis in school-community organizations, partly because the model used in the project is concerned more with the quality than the quantity or perpetuation of participation.

The project was very successful in giving inner city residents as much opportunity to help make additional resources available for local schools as is enjoyed by parents in many middle-class neighborhoods.

The project resulted in only slight progress toward the goal of identifying and initiating instructional changes that might lead to improvements in the academic performance of students at the participating schools.

The project did not involve establishment of a mechanism to help in the solution of day-to-day problems in the participating schools.

The project did not result in explicit and systematic efforts to help change neighborhood and community conditions which militate against the effectiveness of education in inner city schools. It should be kept in mind that this was not a stated goal of the project.

Review of Recommendations

If Objective 1 (p. 2) is considered important in future EPPD-type projects, we recommend that:

R. 1.1. Resident and staff members of the Task Forces occasionally should caucus separately. Each group should select a spokesman to report back to the larger group, in order to reduce inhibitions on raising issues that participants otherwise might be unwilling to bring up.

R. 1.2. At some point participants should take part in a formal training program designed to help them learn how to participate more fully and effectively in community organizations.

If Objective 2 (p. 3) is considered important in future EPPD-type projects, we recommend that:

R. 2.1. Teachers and other staff members spend a significant amount of time visiting homes and other community institutions as part of the project.

R. 2.2. Modified models which have the potential for involving larger numbers of parents and other residents should be tried.

If Objective 5 (p. 7) is considered important in future EPPD-type projects, we recommend that:

R. 5.1. The authority of parents to help make decisions regarding instructional approaches should be clearly spelled out and agreed to in advance.

R. 5.2. Part of the budget in EPPD-type projects should be set aside for training purposes and a training program should commence by the third or fourth month. Training should not consist largely of traditional-type formal study but instead should emphasize approaches such as the purchase of consultant assistance and goal-related study in the task-oriented committees established as part of the EPPD project.

If Objective 6 (p. 10) is considered important in future EPPD-type projects we recommend that:

R. 6.1. Resident participants should engage in training programs designed to help them identify and solve in-school problems and also should make use of outside consultants to help them accomplish this objective.

R. 6.2. Rather than being under the direction of outside specialists, EPPD-type projects should be directed by the building principal and decisions on school matters should be made by a cabinet consisting of the principal, elected teachers, and community representatives. However, this approach should not be followed unless participating principals 1) are given additional personnel to assist in managing the school and in directing the project and 2) indicates an unquestioned desire and readiness to engage in this type of project.

R. 6.3. Meetings of members of the Task Force (or its equivalent) should be organized regularly on a grade-level basis and should deal specifically with day-to-day instructional problems. Since most elementary schools are too small to sustain a sizable planning group of teachers at each grade, grade-level organization of this type should encompass at least two grades.

If Objective 7 (p. 12) is considered important in future EPPD-type projects, we recommend that:

R. 7.1. Future replications or modifications of the EPPD project should more systematically consider the possibilities and implications of neighborhood and community forces and conditions which depress learning in inner city schools.

R. 7.2 Experiments such as the EPPD project should be more closely tied to and coordinated with other community improvement projects so that they constitute a unified and coordinated effort to strengthen inner city institutions.

IV. PROPOSED MODELS FOR FUTURE TRIAL

Our main task in this evaluation was to assess various aspects and components of the Educational Priorities and Program Development project carried out at the K. B. Richardson and B. T. Washington elementary schools during the 1972-1973 academic year.

However, we also contracted to identify and explore promising directions for future developments relating to resident involvement in the Kansas City (Mo.) School District. To an extent we have done this by offering recommendations regarding the implementation of future EPPD-type projects in the public schools. In addition to these recommendations, we also wish to describe several specific models which our evaluation of the EPPD project and our review of the literature on community involvement in education indicate may have particular promise for improving the quality of instruction in an inner city school. These alternatives should be seen as logical extensions of the EPPD project. They share a fundamental characteristic: each would establish a building-level Advisory Cabinet of teachers and four or five residents who not only would make decisions about expenditures from a discretionary fund but also would help the principal make decisions about educational opportunities in the school. This is in accordance with our conclusion that this approach offers most promise for improving educational opportunities through EPPD-type parent involvement projects.*

Description of Alternative One

1. A Residents Council of four or five members is elected by residents of the community included in the school attendance area. Members of the Residents Council serve on an Advisory Cabinet to the school principal. The Advisory Cabinet, which also includes representatives elected by the teachers, meets at least once a week to discuss specific problems and review specific decisions affecting teaching-learning conditions in the school.

2. Members of the Residents Council agree to participate in a one-year training program to help familiarize themselves with instructional alternatives and possibilities in inner city schools.

3. Members of the Residents Council at a given school meet separately on a regular basis - perhaps bi-monthly - with the school board member and the central office administrators responsible for instructional programs and decisions in the school in order to discuss and review all aspects of educational programming in the school.

4. Part of the budget for the experiment is set aside to provide an extra assistant principal for any participating school with a faculty

*It should be noted that parent involvement in building-level decision-making would constitute an extension of similar efforts now being made to involve teachers at several schools participating in the Individually Guided Education program and the Schools Without Failure program.

of fiteen or more teachrs, in order to ensure that the principal has adequate time to work closely with the Advisory Cabinet and the Residents Council.

Description of Alternative Two

1. A Residents Congress of twenty-five to thirty members is elected by residents of the community included in the school attendance area. Members of the Residents Congress appoint an Executive Council to serve on an Advisory Cabinet to the school principal (as in Alternative One). The Residents Congress also appoints an Executive Director to help administer the business of the Congress and the Council. The Executive Director is selected by agreement between the Executive Council and the central administration, i.e. both sides must agree to the selection.

2. The Residents Congress meets once every other month to review activities of the Executive Council and also devotes a semi-annual meeting to examine the past and future direction of the project including the performance of appointees to the Executive Council. The performance of the Executive Director is reviewed at least once a year by the Executive Council.

Description of Alternative Three

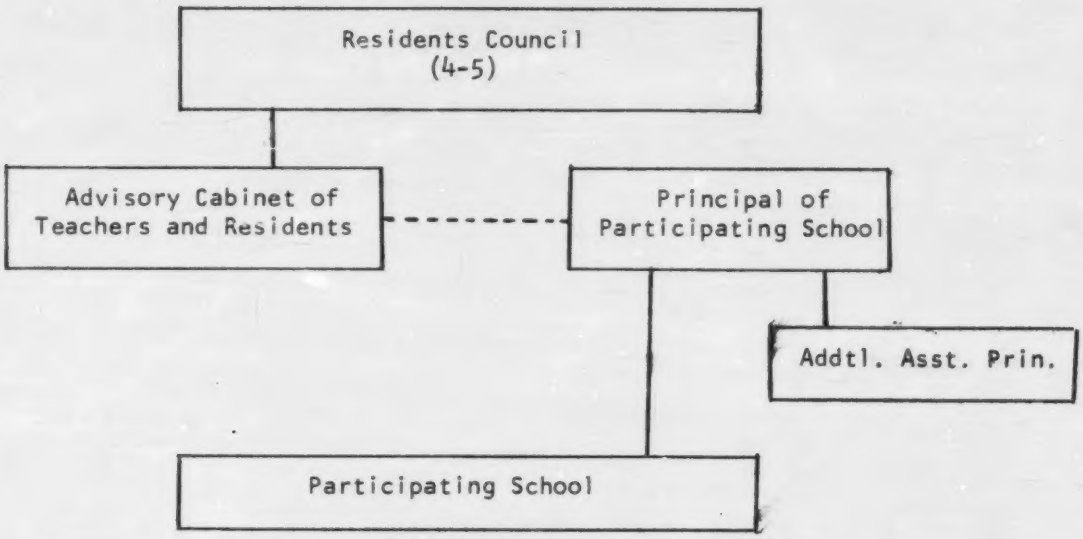
1. Like Alternative Two, Alternative Three has a Residents Congress but in this alternative the Congress represents residents from the four-to-six elementary-school attendance areas included in a secondary-school attendance area. In this alternative, the Congress consists of four or five members each from Residents Councils (as in Alternative One) in each of these elementary-school attendance areas. Other arrangements such as selection of an Executive Director are as in Alternative Two, except that the Executive Council appointed by the Residents Congress is concerned with educational programming at four to six schools rather than one. Membership on the Executive Council should consist of one resident from each Residents Council.

2. Following Alternative Three, the discretionary budget for the project should be divided and assigned in advance to the participating schools in proportion to the nu mber of students at each school. However, this procedure should be reviewed after one or two years to determine whether it might be more desirable to assign funds entirely on the basis of the merit of proposals prepared by the Advisory Cabinets.

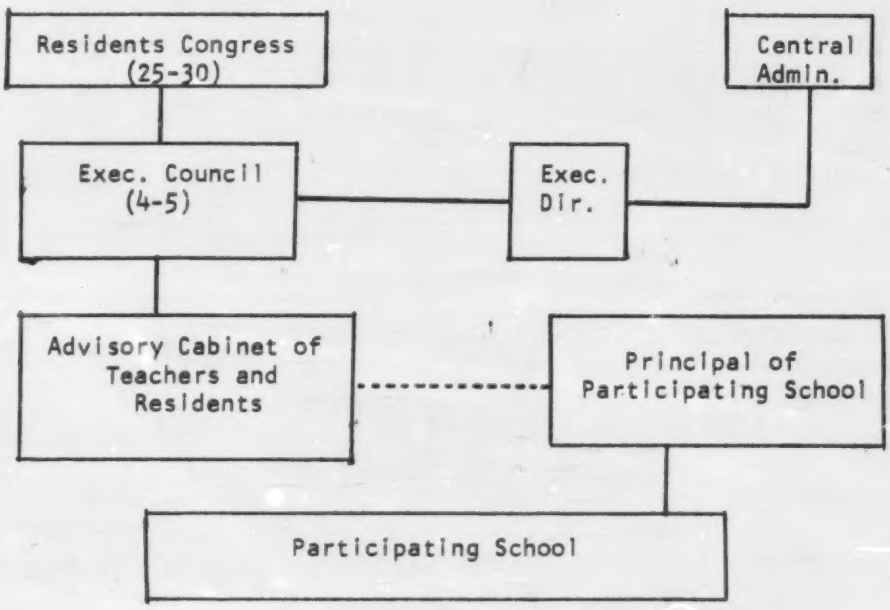
Graphic Portrayal of the Models

To facilitate comparison, the main elements of the three alternative models are portrayed graphically in this section.

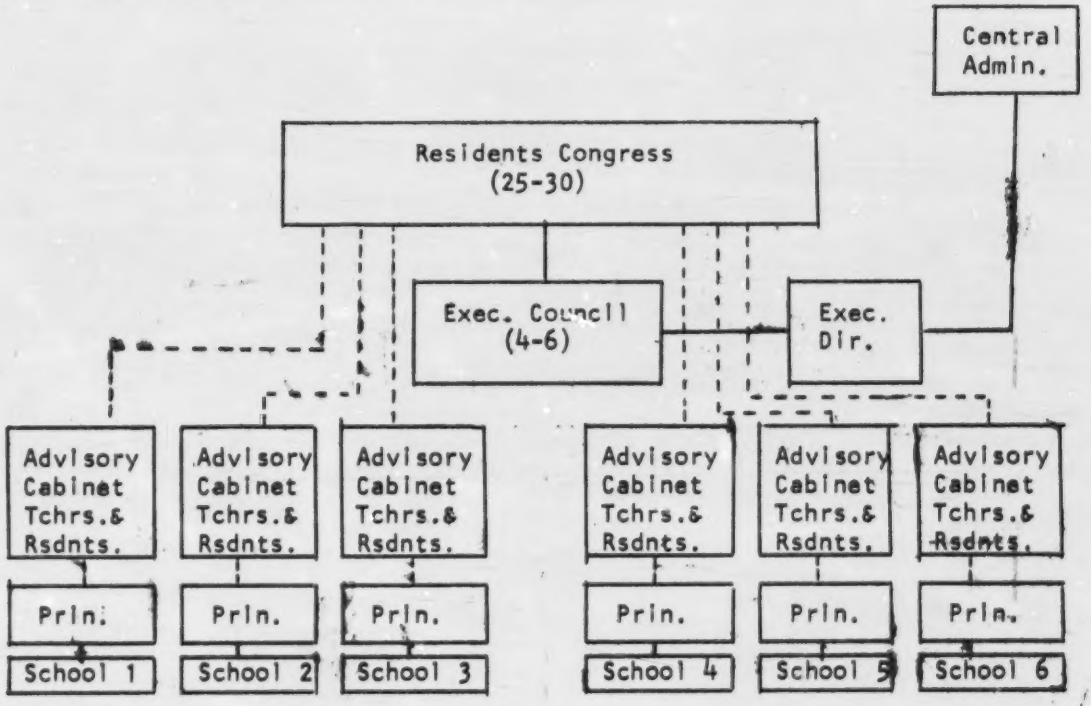
Alternative One:



Alternative Two:



Alternative Three (6 schools):



Notes on the Models

The following generalizations apply to all of the alternatives described above:

1. In line with our evaluation of the effects of stipends in the EPPD project, it is not recommended that stipends be paid to residents for participating in regular meetings of Advisory Cabinets. However, we do believe that expenses such as baby-sitting and reimbursement for time taken from a job should be paid to residents when they participate in official activities (e.g. meetings) of the groups formally-designated as central components of the alternative models and that stipends should be paid for special events such as a weekend planning retreat.

2. Direct election of participants by community residents might be superseded by appointment through other elected groups, if it turns out that such a group already exists in a given school attendance area. For example, if Model Cities CPO's already exist or analogous groups are created in the future in a given attendance area, appointment to a Residents Council or Residents Congress might be made through the officers elected to represent residents in such groups.

3. As in the case of the EPPD project, a discretionary budget is provided to be spent on education-related programming at the participating school. Expenditures from this budget must be approved by the principal as well as a majority of each group (i.e. residents, teachers) represented in the Advisory Cabinet to the principal. Expenditure plans should be carefully reviewed by appropriate central office administrators who should be empowered to delay the processing of an expenditure for one month if it appears that the proposed purchase is unwise or illegitimate.

4. The minimum period for testing one of the alternatives should be at least two years. This means that an attempt should not be made to test an alternative unless prospects seem good for obtaining necessary funds to impiement the project for at least this period of time.

5. The models are not concerned explicitly with secondary school programming. One reason for this is that the approaches advocated herein are focused on intensive development of instructional programming at the individual building level. However, if a model appeared to be working, it easily could be extended to the secondary level after one or two years.

6. All three alternatives propose the establishment of an Advisory Cabinet to include resident representation in local school building affairs because we believe this is the potentially most effective component in plans to improve the quality of inner city instruction through resident participation.

7. Any of these models might be tied in with ESAA (Emergency School Assistance Act) projects, in which teacher cabinets are being formed as part of the IGE (Individually Guided Education) approach, or with similar SWF planning.

8. The three models can be seen as evolving out of the EPPD project inasmuch as all three share:

a) the provision of a discretionary fund for use at a participating school

b) the establishment of a residents-teachers group to help make decisions about expenditures of money in the discretionary fund.

Advantages and Disadvantages of the Alternatives

Alternative models such as those described above have specific advantages and disadvantages when one is compared with another. Some of the advantages and disadvantages can be identified as follows:

1. Model One would be the least expensive inasmuch as no costs need to be incurred for an Executive Director (as long as it is implemented in only one school) or Resident Congresses. (However an additional assistant principal should be added to a participating school with 15 or more faculty.)

2. Model Two has the greatest potential for bringing about widespread participation throughout a community since a large number of persons from a local neighborhood can be involved in a local Residents Congress as well as Community Task Forces that might be organized by a local Residents Congress.

3. Model Three might be the most expensive (in terms of overall expenditure) since it assumes the participation of four to six schools. However, it also might be the most efficient since the Executive Director and other costs probably would be shared.

4. Model Three has a greater potential for generating inter-community squabbling over funds than do Models One and Two. (However, inter-community conflict of this kind also might occur at another level if Models One or Two were implemented at more than one school).

5. Model Two may have greatest potential for effective administrative implementation since an Executive Director is employed without spreading his attention over as many as six schools. However, it should be noted that Model Two probably would be unacceptably inefficient (i.e. high costs relative to potential impact) in this respect unless it were implemented in two-to-four schools during the same year and the respective Resident Congresses agreed to share the services of a single Executive Director.

Choice among the alternatives described in this chapter should be made following an assessment of these and other possible advantages and disadvantages, as of course would be true with respect to any other alternative such as proposals for community control of local schools or for strengthening of local PTA's. It should be emphasized that neither our proposals nor other alternatives are mutually exclusive. It probably would be desirable to test out two or three simultaneously in different parts of the school district in order to evaluate their relative strengths and weaknesses in practice.

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